TEACHER EDUCATION IN ONTARIO

Current Practice and Options for the Future

Principal Investigators
MICHAEL G. FULLAN
F. MICHAEL CONNELLY
NANCY WATSON

MONICA HELLER, Co-investigator
JOYCE SCANE

This research project was funded under contract by the Ministry of Colleges and Universities and the Ministry of Education, Ontario.
It reflects the views of the authors and not necessarily those of the Ministries.

Sean Conway, Minister of Colleges and Universities
Tom Brzustowski, Deputy Minister

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Bernard J. Shapiro, Deputy Minister

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Preface

We have been fortunate in this review to have had access to a great range of material and ideas, and we have endeavoured to be responsive to the issues put before us. Although we may not have made recommendations covering all areas of concern to educational constituencies, we have tried to create a comprehensive framework for productive discussion within which many of the more specific questions can be reconsidered. While the first version of the position paper, released in February 1987, was deliberate in its avoidance of issues of costing and finance, we have given some preliminary consideration to such questions in this version. We saw our charge as an attempt to be imaginative, stimulating, and to be coherent and potentially helpful in addressing the many vexing matters of teacher education. We believe that our recommendations provide a powerful and needed framework and agenda for action.

We should also be clear at the outset about our conceptualization of teacher education as a continuum. When many people think about teacher education, they think about preservice and add on inservice as an afterthought. Our approach is the opposite. We start with teaching, and with schools as places of learning and work, work backward to preservice, and then forward to career-long inservice.

The body of the report consists of four chapters. Chapter 1, "The Why of Teacher Education Reform," describes the events that led up to the report and the methodology used. We identify the main pressures for reform in teacher education both internationally and in Ontario. Chapter 2, "The Way We Are," offers a brief history of preservice teacher education as background to a description of present teacher education in Ontario, and a preliminary analysis of the major issues is presented. Chapter 3, "On Being and Becoming a Teacher," marks a major transition in the report. It is a transition from "what is" to "what should be." Our primary proposal is to alter the common perception of teacher education. Therefore, Chapter 3 sets out a perspective for thinking about teacher education. The report's emphasis on starting with inservice education is captured in a section which discusses the importance and characteristics of schools as places of professional development. Chapter 4, "Reshaping Teacher Education," presents our proposals. We urge readers to consider each of the proposals, not in isolation, but in the context of the surrounding prose in Chapters 4 and 3, and to assess each recommendation as it relates to the full set of proposals.

A final point to be clarified is our use of the term "faculties of education." We are aware that the term "College of Education" applies to Brock University and that "Ecole des sciences de l'éducation" is used to describe the francophone education department at Laurentian University. We have used the term "faculties of education" in its generic sense for simplicity.

Acknowledgements

We received a great deal of assistance in preparing this report. The Teacher Education Review Steering Committee has been enormously helpful and attentive, while granting us full autonomy to develop the paper as we saw fit. We thank the Committee for a most enjoyable and productive continuing working relationship. The members of this committee are as follows:

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The various educational constituencies in the province were also of great service in providing information and ideas. We received the utmost cooperation from all concerned, and have benefitted in numerous ways in learning from those in the province who are most involved in teacher education. We are particularly appreciative of the widespread interest in the position paper evident in the regional symposia and in the almost 200 submissions we received in reaction to the initial proposals.

Finally, we want to give thanks to Marvin Wideen (Simon Fraser University), David Hunt, Bill McKellin, Gary Pyper, Bob Sheridan and JoAnne Squires for their ideas and assistance in the preparation of this report.

Michael G. Fullan
F. Michael Connelly

CHAPTER 1

The Why of Teacher Education Reform

Teacher education is practically everyone's, and yet no one's, obvious responsibility or priority (Lanier and Little, p. 529).

Background

The preparation of this position paper is the result of an ongoing concern about the nature and length of teacher education programs. While concerns about the future of teacher education have been expressed in many quarters, one document that stimulated the present review was the planning paper prepared by the Ontario Association of Deans of Education (OADE), entitled *Future Directions in Preservice Teacher Education in Ontario*, submitted in 1983 to the Council of Ontario Universities (COU). On the basis of research literature, and the current situation both in Ontario and in other jurisdictions, the OADE put forward several recommendations, the most central of which was to extend the current Ontario B.Ed. programs from one to two academic years.

After discussion of the OADE submission, COU struck a Special Committee on Teacher Education, chaired by Dr. Bernard Shapiro, to review the adequacy of current requirements for the professional training of teachers for certification in Ontario, and recommend suitable content, organization and duration for the preservice program. More specifically, the Special Committee was to examine the feasibility of a compulsory two-year B.Ed. program, and to compare this proposal to alternative ways of meeting the requirements.

In its 1984 report, the Committee concluded:

> *That although the arguments for some extension of the university teacher education program have merit, they are not such to suggest at this time an acceptance of the OADE recommendation for a two-year B.Ed. program (p. 3).*

The Committee went on to recommend the establishment of a Special Commission, broadly constituted, and with appropriate time and material resources, to study fully the matter of teacher education. In addition to the question raised by OADE about extension of the preservice program, the Special Committee pointed out:

> *It is now over fifteen years since Ontario's teacher education programs were placed within the Province's universities. The expectations at the time related partly to*

> *status considerations but much more importantly to the hope that the emerging relationship between the faculties of education and other university units would develop in a way beneficial to the teacher education program. In some cases this development has, no doubt, occurred; in others, it may not have, leaving the larger university community and the faculty of education relatively isolated with respect to each other. Quite aside from the important matters brought forward to COU by the OADE and the general importance of teacher education to the future of our society, this further matter would by itself be sufficient reason for [the establishment of the Special Commission] (p. 5).*

In response to this recommendation, the Executive Committee of the Ministry of Education/Ministry of Colleges and Universities established the Ontario Teacher Education Review Steering Committee in the spring of 1985. The principal goal was:

> *to generate a description of an appropriate teacher education program for the future, including the preparation required for it and on-going professional development* (Ministry of Colleges and Universities Status Report, p. 2).

The review was to examine all aspects of the education of teachers in Ontario, from admission to the faculties of education, through the preservice and orientation phases, to inservice and other professional development activities An eleven-member Steering Committee, chaired by Mr. Frank Clifford, was appointed to head the review. The Steering Committee met regularly to discuss the issues and begin gathering data. A decision was made to commission a position paper to examine current policies and programs of teacher education in Ontario, and to set out options for the future. Following a request for proposals, the research team from the Ontario Institute for Studies in Education was asked, in May of 1986, to prepare the paper.

In preparing the draft and final versions of the position paper, the researchers met regularly with the Steering Committee, but had complete autonomy in determining the issues and the recommendations. The basic assumption, shared by the researchers and the Steering Committee, is that teacher education must be seen as a continuum, from preservice through induction to inservice, that is, through the entire teaching career.

A first version of the paper, released in February of 1987, was widely circulated throughout the province in both English and French. All those in the educational community were encouraged to respond, either through meetings, or through written submissions. This final version of the position paper was prepared after consideration of all the suggestions, criticisms and comments generated by the first draft.

Methodology

The preparation of the first version of the position paper involved primarily the summary and analysis of existing data, supplemented by submissions from "major stakeholders" identified by the Teacher Education Review Steering Committee. This strategy was followed at the request of the Steering Committee itself, which wished to postpone requests to broaden the inquiry until the paper had been released. It was hoped that wide circulation of the position paper would serve as a stimulus to public discussion of teacher education. Through meetings and the written submissions, all interested parties were invited to respond to the ideas. As noted, this final version was prepared following the lively discussion stimulated by the earlier proposals.

The position paper is written in a non-technical style, which means that we have avoided footnotes and detailed referencing as much as possible. For each chapter, we have included a list of useful references, and have indicated the main sources for the material and ideas presented. A bibliography listing publications relevant to teacher education is available on request.

The descriptive and analytical part of the position paper draws on a variety of data sources. In the original version of the position paper, a complete list of documents, submissions and other sources was given, but this is not repeated here. The main sources were as outlined below:

- descriptive profiles from each faculty of education;
- a literature survey prepared by Dr. T. Russell of Queen's University;
- various documents and reports referred to us by the Steering Committee such as the Shapiro Report on Private Schools, the OTF report *The Clouded Crystal* and *The Early Primary Education Project;*
- submissions from "major stakeholders" identified by the Steering Committee, invited to give proposals concerning the future of teacher education. Submissions were received from the following:
  - Association des surintendants franco-ontariens;
  - Ontario Association of Alternative and Independent Schools;
  - Ontario Association of Deans of Education (plus individual Faculties of Education);
  - Ontario Association of Education Administrative Officials;
  - Ontario Catholic Supervisory Officers' Association;
  - Ontario Teachers' Federation (see below).
- meetings with Teachers' Federations (Ontario Teachers' Federation (OTF), and its five affiliates. The particular concerns and perspectives of the affiliates on various aspects of preservice and inservice teacher education were discussed;
- unsolicited letters and submissions received from a number of interested associations;
- ongoing liaison with the Teacher Education Review Steering Committee, supplemented by interviews with a few key persons suggested by the Committee;

- consultation with Prof. M. Wideen from Simon Fraser University, who met with the researchers in early November, and provided valuable input for the work.

For this final version of the position paper, we drew on valuable additional resources, that is, the widespread reaction to the earlier proposals, not only in the regional symposia, but also in discussions with faculties of education and other educational organizations, and of course, in the nearly 200 written submissions we received. The complete list of individuals and organizations responding to the position paper is given in Appendix 2. It will be noted that the list is remarkable not only for its length, but also for the variety in the perspectives of the respondents. Nearly half the submissions were from individuals, including university faculty, principals, government officials, teachers and members of the general public. Submissions from organizations again represented a wide spectrum of the educational community. Faculties of education responded, as did other university and college groups. Nearly 30 school boards submitted briefs, and several schools responded as well. The list of educational associations includes administrator groups, home and school associations, and groups focussing on exceptional children, among others. Government organizations also responded, with submissions received from several centres and departments, and also from such government-funded or affiliated groups as TVOntario. Almost all the submissions agreed with some features of the position paper, and disagreed with others, and where they disagreed, many presented alternative suggestions to overcome the problems identified. Indeed, the position paper seems to have stimulated people to come forward with innovative ideas, and to share and further develop proposals for new programs.

We believe the position paper has been greatly strengthened by the excellent feedback we have received. We have tried to be responsive to the criticisms and suggestions, while still remaining true to our conceptions of teaching and teacher education as outlined in the body of the paper, especially in Chapter 3. Thus, although we were unable to follow all the suggestions, all the submissions were carefully read and considered.

Most of the data available to us concerning the current state of teacher education are not "hard data," in that we are often restricted to people's *perceptions* of the state of teacher education. Most of the information about faculties of education, for instance, comes from reports made by the faculties themselves, although we can compare the perceptions of faculties with, for instance, those of teachers' federations. This was not a project in which we were able to collect original data although, where possible, we have tracked down necessary information (about professional development in federations and boards, for example).

Finally, we examined the research and policy literature on teacher education. This literature provided a context for the consideration of issues, and informed our recommendations. We will be filing a bibliography with the Teacher Education Review Committee.

Pressures For Reform

Why should we review teacher education? What evidence is there that change might be in order? We start with the broader picture and then turn to Ontario. There certainly is no doubt about the need for reform in the minds of our American counterparts. Even a cursory glance at recent educational reports in the United States reveals an acute sense of urgency.

> *At stake is not the present status of teachers, but the future of the nation* (National Commission for Excellence in Teacher Education, A Call for Change).

The current teacher education program reform movement in the United States was triggered in 1983 by the report of the National Commission on Excellence in Education, *A Nation at Risk*, which raised serious questions about the quality of education in schools. It was inevitable that the spotlight would move to the quality of teaching, teachers, and teacher education. Two influential groups that proceeded to examine these topics recently reported on teacher education. The Holmes Group (a consortium of reform-minded deans of education) focused its report and future agenda for *Tomorrow's Teachers* (1986) on the goals of reform of both teacher education and the teaching profession. An even bolder initiative came from the Carnegie Task Force on Teaching as a Profession, *A Nation Prepared* (1986). Both reports raise serious concerns about the quality of candidates in teacher education, the nature of schools as workplaces, teaching as a career, and the initial preparation and ongoing professional development of teachers. They point to social forces that make reform in teacher education essential, such as the following:

- The goals of education have changed as the world around us has changed. The North American educational system was designed to teach students the basic skills needed for an industrial work force. As we now compete with other post-industrial societies, a more sophisticated educational system is needed to ensure a highly educated workforce.

- Teaching was originally an "in-and-out" job, in which people planned to spend a few years before moving into administration (men) or marriage (women). Teachers did not need to be highly trained, since they were spending little time on the job. This situation has changed: most teachers are highly trained career teachers. Yet teaching is still relatively "career-less," in the sense that little distinction in status or responsibility is made between novices and experts, and teachers reach salary ceilings quickly in comparison with other professionals. Such a pattern does nothing to encourage the development of professional skill and sophistication.

What these reformers are calling for is nothing less than a fundamental restructuring of the entire continuum of teacher education and teachers' professional work and status.

But what of Canada in general, and Ontario in particular? There have been some general calls for reform in teacher education across the country, Ontario included. We do not detect the same sense of urgency for reform in teacher education in Ontario as has been noted elsewhere. Nonetheless we believe that major reforms are necessary if Ontario is to achieve excellence in teacher education. Many of the reactions to the position paper share this critical concern. We also maintain that there are enough clear directions and favourable conditions for change, to make reform both desirable and timely.

On the positive side, Ontario has a number of strengths: (i) The quality of applicants to

preservice programs is very high (some faculties are able to choose the top 20 percent of applicants); (ii) the salary and status of teachers is reasonably high, especially when compared to the United States; (iii) there is no current shortage of teachers; (iv) we have a very active inservice education system through the Additional Qualifications (AQ) courses, school board inservice, and the professional development activities of teachers' federations.

The current system is based on the following ingredients: reasonably high quality applicants, faculties attempting to improve their offerings, school boards working on the coordination of professional development and curriculum implementation, a rich and diverse inservice program, graduate programs, etc. The model proceeds in a loosely coordinated system. There is no disaster in the school system, and there probably would be no disaster in the future, even if no major changes were made. One could then stay with what we have, tinkering as the needs arise to address dissatisfactions and meet new demands.

But there are pressures and needs for reform. The main ones in Ontario as we see them are outlined below (not in order of priority) and elaborated in the course of the position paper.

- Questions have been increasingly raised about the quality of education in the schools, as witnessed by recent surveys of the public and of employers. Recent articles in a major Toronto newspaper noted many perceived difficulties. Increasing concern has also been expressed about the fact that approximately one-third of students entering Grade 9 leave without a diploma. The recent report of the Ontario Youth Commissioner is one of several documenting a growing crisis in education and society.

- Teachers move through their professional lives in an unsystematic, unsupported, hit-or-miss fashion. The move from preservice programs to the first teaching positions tends to be particularly abrupt and discontinuous. We believe teacher education is a continuum, but present Ontario practice does not support such a conception.

- Many dissatisfactions that now exist could add up to major problems in the future:
  - complaints of student teachers that their preservice year is not rewarding, and is not preparing them for effective teaching;
  - unrewarding nature of school associates' work;
  - problems of beginning teachers;
  - lack of research knowledge and research utilization;
  - lack of support and effectiveness for career-long inservice for teachers and others.

- There is ambiguity in the role of faculties of education, torn between the demands of scholarship and those of the field, operating with overloaded agendas and limited resources.

- Enhancement of the profession of teaching is needed, both at the school and at the university levels. At the school level the central issue is the development of a thinking, skilled, effective profession of teachers. Within universities, the status of faculties and their abilities to relate equally and effectively to both university and field are at stake. The depressed status at both levels is perhaps the fundamental problem in faculties of education.

- There is a strange and anomalous lack of recognition of Ontario's teacher education outside Ontario, in Canada and internationally. Ontario is internationally known for its pioneering educational work in French immersion, language development, new information technology, women's studies, special education, etc. It is not known as a leader in the development of teacher education programs and research knowledge, a role which should be natural given the quality of the people and the financial resources devoted to teacher education in the province.

- The opportunity for reform is timely. Never before have the conditions been more favourable: the knowledge both conceptually and practically of the nature of the changes needed; the elements and momentum already in place; the tremendous opportunity over the next five years for new leadership and renewal given the very high turnover in administrative positions at the school board level, in faculty positions at university level, and in other educational organizations; the healthy financial situation in relation both to existing and new resources; and the likelihood of cooperation among the major educational partners: government, boards, teacher federations, administrative officials, universities.

Although we have tried in this final version of the position paper to grapple with implementation issues, we have not attempted to specify all the details. Hence, we have not addressed certain important concerns raised by some constituencies, or implied by new legislation such as Bill 30 (Separate School Funding) and Bill 75 (French Language School Boards). These and other issues can be pursued once a structure for reform has been established. We have, however, attempted to be clear about the direction of the changes and the key components which we are proposing.

The recommendations have five key features. First, the point of departure is a careful consideration of the nature of teaching, knowledge, and the school as a place of learning and work. From this centrepiece, we work outwards to the teacher education sequence. Second, we have tried to construct a continuum, conceptually, practically, predictably. Among other things this requires bridging the gap between the preservice curriculum and the rest of the continuum, and relieving it of some of the burden of producing the fully qualified teacher. Teacher education is not the preservice curriculum; it is a continuous curriculum. Third, at all stages the emphasis is on clinically-based, reflective, practice-oriented teacher education, with equal emphasis on theory and practice, and their mutual dependence. Fourth, interinstitutional cooperation is required at the policy and delivery levels. Giving up some aspects of control in return for new influences, and new examples of joint planning, responsibility and authority are essential to the recommendations. Fifth, the vision (Chapter 3) and recommendations (Chapter 4) are designed to be in the mainstream of the best thought about teacher education, and consistent with evolving practices and directions of social reform. We have presented nothing that is revolutionary or without precedent. All of the ideas and all of the proposed practices have roots already growing. We view the report as a gathering up of the best ideas and practices, using them to activate forces for change already at work. However, the full force of our proposals is radical and will require major commitment and action.

For reasons stated above, we believe that this is a propitious time to take action. We estimate that if deliberate, major steps are not taken in the next year or so, it will be another 20 to 25 years before a similar opportunity arises. Moreover, if action is not taken, we predict that the existing elements of dissatisfaction will grow and the educational system including teacher education will deteriorate.

The issue is whether Ontario has the will and know-how to move from "goodness to

greatness" in teacher education. Progress on this scale is not a simple linear process. To make the breakthrough, we must create a new model, one that will demand major changes to the current system of teacher education. The purpose of the paper is not to point to shortcomings or to assign blame, but to emphasize that the time for action is now.

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CHAPTER 2

The Way We Are

In this chapter, we look at three aspects of teacher education in Ontario: (a) a brief history of teacher education, (b) a description of the current status of teacher education at each stage of the professional continuum, and (c) a preliminary discussion of the issues facing teacher education, as seen by the persons involved and by the researchers.

A. The Way We Were, or How Preservice Teacher Education in Ontario Came To Be the Way It Is

A brief review of the history of teacher education in Ontario shows how teacher preparation has changed to meet the changing needs of society and the educational system.

Teacher Education Before 1847

Before 1847 teacher training or certification in Upper Canada was not required for those who wished to become school teachers. Frequently the elementary school teachers of this era were barely literate people (usually male) who had few other skills, and had to teach to earn a living. They would move from school to school as their positions became untenable or as better opportunities appeared. The pay was bad, and because teachers were required to board with the parents of their students, living conditions were often unacceptable.

The elementary schools of this era were called "common" schools, and were attended by the children who were able or allowed to go, regardless of the religious persuasion of their parents. From 1843 every child of whatever colour or race or creed could claim education as a right, a regulation which did not mean that education was compulsory for children. Many did not or were not able to go to school for a variety of reasons.

The teachers in the few secondary or "grammar" schools which existed (largely for the financially secure) were usually members of the clergy or people who had some university training. Of 38 masters appointed to district grammar schools in Upper Canada between 1807 and 1830, 22 were clergymen. The respect given to higher scholarship was so great

that methodology courses were considered unnecessary. In 1883, when the Minister of Education proposed having a course of lectures offered by the Department of Education to prepare candidates for high school teaching, a number of objectors said that the graduates would rightly consider the requirement of attendance an indignity and a nuisance.

Egerton Ryerson and the Normal Schools

However, with the appointment of Egerton Ryerson as Superintendent of Education (1844-1876), education in Ontario was transformed. Through his efforts, the first "normal" school for the training of elementary school teachers was established in Toronto in 1847. At this time the developmental concept of education and the importance of method began to gain acceptance, along with the theories of Heinrich Pestalozzi and of David Stow.

The Toronto Normal School opened with 20 students, but the number soon rose to 54. In the second session in 1848, 118 students enrolled, 20 of them women. To be admitted, the candidate had to be at least 16 years of age, produce a certificate of good moral character signed by a clergyman, and have ability in reading, writing and arithmetic. The workload was heavy and largely content-oriented because of the students' lack of academic preparation. The twelve-week course of 1847 became a five-month session by 1865, and the candidates then received a Second Class certificate. An additional five months' training was necessary for a First Class certificate. The vast majority of teachers, however, received certificates from county boards of examiners enabling them to teach in that county whether they had received any teacher training or not. The responsibility for certifying elementary teachers was thus split between the Department of Education which ran the Normal Schools and provided some teacher training, and the county boards of education, which were able to hire unqualified people and certify them to teach in their schools.

In 1871 the Ontario School Act made education compulsory for all children, and reorganized secondary education. Not surprisingly, a teacher shortage developed, and to meet this need new normal schools were opened in Ottawa (1875), London (1900), and shortly after in Hamilton, Peterborough, Stratford and North Bay.

In a further effort to alleviate the teacher shortage, the Model School Training plan was established in 1877. A model school was an elementary school in which the principal held a First Class certificate and three other teachers held at least Second Class certificates. In the fifty model schools set up in Ontario, student teachers with one or two years of high school education received a brief apprenticeship, with some instruction reinforced by lectures from school inspectors. Successful candidates received Third Class certificates which could be upgraded through further education. The model schools were discontinued in the 1920's when all elementary teacher education was moved into the normal schools.

The Teacher Education Situation for the Roman Catholic and the Franco-Ontarian Communities

Until 1841 the children of Upper Canada who went to school attended the "common" schools, but in this year the right to establish denominational schools was established in Upper and Lower Canada. Responding to this new regulation, three nuns from Montreal opened a girls' school in Kingston on the invitation of the resident bishop. In 1843 the Legislature for Upper Canada passed an act which allowed the establishment of separate Catholic or Protestant schools, depending upon the religious affiliation of the teacher, and in 1855 a further regulation was passed which stated that teachers who were certified in either Upper or Lower Canada would be considered qualified in Upper Canada. Because of this regulation French-speaking and English-speaking clerics were able to come to Ontario to teach in the Catholic and the Franco-Ontarian schools. Needless to say, the arrival of large numbers of Roman Catholic members of the teaching orders, both English and French-speaking, caused considerable controversy. By 1881, however, the population of French origin in Ontario had risen dramatically, and the people of the Franco-Ontarian and Catholic communities were taking full advantage of the fact that Quebec teaching certificates were valid in Ontario. Concern was felt by many English-speaking people in Ontario that English was not being taught or was being very poorly taught by non-native speakers in the Franco-Ontarian schools, and that the teachers from Quebec did not have enough methodological training. Model schools were therefore set up for the special training of French teachers (and German teachers near Waterloo). In 1906 the Privy Council finally outlawed Quebec certificates in Ontario unless they had been obtained before 1867.

The situation in the French schools was still unsatisfactory for the French-speaking population largely owing to the restrictions placed on their schools by Regulation 17 (1912), which prohibited the use of French in the classroom beyond Grade 2. In addition, few of the Franco-Ontarian teachers held First or Second class Certificates. About 26 percent held "C" certificates earned in a model school, and almost half had no certificate, or at best an "expired" or "temporary" one. L'Ecole Normale was therefore established at Ottawa University in 1927 to replace the four Model Schools, which had been grinding out ill-equipped teachers with Third Class Certificates. The Ottawa Ecole Normale was to train teachers of Franco-Ontarian origin, who would have a better understanding of the problems of language and cultural maintenance in a minority situation, and who would reinforce the community's determination to preserve its cultural heritage.

Teacher Training for Secondary School Teachers

The act of 1871 instituting compulsory education not only created a shortage of elementary teachers, but of secondary teachers as well. In 1885 selected collegiate institutes were designated as teacher training institutions for high school teachers, similar to the role of the model schools. A School of Pedagogy was set up in Toronto in 1890, but lack of practice teaching opportunities created problems, and the School was moved to Hamilton and renamed the Ontario Normal College. The College closed in 1906, and its functions were transferred to Faculties of Education at Queen's University and at the University of

Toronto, where advanced professional degrees in the field of education were also available. In 1920 the Queen's program was closed, and the Ontario College of Education (OCE) was opened in Toronto as an affiliate of the University of Toronto. Until 1965 OCE was responsible for training all anglophone secondary school teachers in Ontario. There do not appear to have been any facilities for training secondary francophone teachers in their language.

Teacher Training and the Universities

In March 1966 the Minister of Education announced that the government intended to transfer the major responsibility for preparing all elementary school teachers from the Department of Education to the universities in an effort to improve both the quality and the range of the programs. This new initiative was to respond to the recommendations of the MacLeod Committee which had been established to recommend improvements in what was widely felt to be an unsatisfactory training system for teachers.

Negotiations with the universities proved to be difficult on a number of issues including ownership of the property, and by 1971 teacher education was still conducted in both universities and teachers' colleges. The universities initially gave an unenthusiastic reception to the concept of a concurrent education program which the government was eager to try and which the MacLeod Committee had recommended. They felt this concept to be too "American" or "Western." Reluctance was also felt by the universities at having to accept, without exception, the college staffs, who were, in many cases, not academically qualified to teach in the universities. The last of the teachers' colleges was closed in 1979. The place of faculties of education is still not fully resolved in 1986. The discussion and politics concerning teacher education historically have focussed on the preservice program, with inservice education becoming a prominent issue only in the past 15 years.

B. The Way We Are Today

The main purpose of this section is to describe the present situation, rather than analyze or evaluate it. The implications of the issues for reform in teacher education are developed in Chapters 3 and 4.

The Role of Government in Teacher Education

The Government of Ontario controls the admission requirements of candidates to the faculties of education through Regulation 269, "Ontario Teacher's Qualifications" which is periodically revised. The Regulation, in Part I, defines the qualifications needed to become a certificated teacher in Ontario, and, in general terms, prescribes the curriculum for the faculties of education in Sections 1(k) and 1(l) as: "a concentrated study of the primary, junior, intermediate and senior divisions, studies in education including learning and development, methods designed to meet the individual needs of pupils, acts and regulations respecting education, review of the curriculum guidelines issued by the Minister, a minimum of forty days of practical experience in schools." "Additional Qualifications for Teachers (AQ)" in Part II describes the course (125 hours of work) and the conditions under which the teacher may have these courses entered on their Ontario Teacher's Qualifications Record Card. The various specialist and principal qualification courses are described, and Schedules A, C, D, E, and F list the courses accepted by the Ministry of Education for Additional Qualifications.

The Faculties of Education

All teacher training in Ontario is now housed in ten faculties of education, and the Ontario Institute for Studies in Education, which provides only graduate courses in education. Nipissing, Ottawa (French and English divisions), Toronto, Western and Windsor offer only one-year consecutive Bachelor of Education courses, while Brock, Lakehead, Laurentian (French) and Queen's provide both consecutive and concurrent courses. At the time of writing, York offered only a concurrent program. Some other post secondary institutions have a growing interest in teacher education. The University of Waterloo as we will note later, has developed cooperative undergraduate programs for future teachers. McMaster University, Ryerson Polytechnical Institute and the 22 Colleges of Applied Arts and Technology (CAATS) all have selected interest in teacher education.

Table 1: Approximate Numbers of Students Admitted to the Faculties of Education in 1985

	Pre Service	In Service (AQ)	Graduate (Full and part time)
Brock	250	2084	196
Lakehead	173	453	219
Laurentian (French)	64	599	
Nipissing	210	1200	
OISE	N/A	N/A	1500 PT 600 FT
Ottawa French English	 124 161	 960 1125	 271 404
Queen's	600	1250 40 FT	240
Toronto	863	5117	20
Western	678	2000	63
Windsor	296	695	165
York	550	10,000	35

Note: Information for Table 1 was compiled from the faculty of education institutional "profiles" submitted for the Teacher Education Review. Preservice figures include those across the years in concurrent programs.

Mandate and Goals of the Faculties of Education as Seen by the Faculties

The basic mandate of today's faculties of education, as articulated by them in their "Profiles" submitted to us, is to prepare the teaching candidates according to the requirements of the Ministry of Education (Regulation 269) so they are eligible to receive an Ontario Teaching Certificate and a Bachelor of Education degree.

Beyond this basic certification objective, the faculties state their goals as assisting the student teachers in becoming effective and caring teachers with a sound knowledge of educational theory and classroom practice. Unlike the situation a hundred years ago, the faculties no longer have to spend a large part of their time in subject and content teaching. As expressed by Nipissing University College,

The instructional goal of the Faculty of Education at Nipissing University is to

interpret and disseminate knowledge of learning and teaching ...(and) to graduate from a preservice program, students who have a good knowledge of the principles of effective classroom practice and have achieved some level of practice in applying these principles.

The marriage of educational theory to a knowledge of the pragmatics of schooling to produce an intelligent, caring teacher, interested in continued professional development, is implicit in all the profiles submitted by the faculties of education. This is the broadening and deepening of the program envisaged by the MacLeod Committee when the transfer of the Teachers' Colleges to the universities was recommended.

The faculties of education also have certain goals which give them some individuality. The differences in emphasis concerning their perceived mandates emerge after their general statements of the primary preservice objectives. The emphases the faculties mention are: service to the professional community, research in education, service to a geographic or a special community (for example, Lakehead stresses its Native Education Program; Nipissing, its program in the teaching of French to English-speaking pupils, Native education, early primary education and its Icon support centre; Ottawa, its mandate to serve the Franco-Ontarian community through research in education), inservice or professional development programs, dissemination of research results, research and other networks for co-operative study, and further development of graduate studies. The Faculty of Education of the University of Toronto noted two special objectives: the continuance of support for the Institute of Child Study and the University of Toronto Schools.

OISE stated that it is "interested in becoming involved in preservice education, either independently or in cooperation with the University of Toronto's Faculty of Education (FEUT). . . (1) that this interest centers on the idea of a small, highly experimental program, the purpose of which would be to contribute to the knowledge base in teacher education; and (2) that in keeping with OISE's mandate, the program would be aimed at the integration of teaching, research, and field development activities."

Chart 1 demonstrates the strengths of the programs, activities and plans as seen by the faculties. The primary objectives of producing teachers who are qualified according to Ministry guidelines and the provision of Additional Qualification courses to teachers in the field have been omitted from the chart since they apply to all. The faculties also believe that it is important for their full-time faculty members to engage in educational research, the rationale usually being that contact with research would enhance the preservice, inservice and graduate programs by keeping faculty and students on the cutting edge of educational developments. The blanks on the chart do not mean that certain faculties are not interested in some of the activities; they show only that the activity was not specifically mentioned among their goals and objectives in the profiles they submitted.

The faculties of education also pointed out that restraints imposed upon their programs limited their ability to achieve their goals. Among other issues they commented on the lack of funding which prevents them from hiring qualified faculty experienced in doing educational research, and the continual pressure to add new areas of study to an overloaded curriculum for which the time frame cannot be lengthened.

Chart 1 Goals and Objectives	Student Involvement in Research	Service to Educational Community	Service to Geographic or Special Community	Special Inservice Program Priorities	Dissemination of Research	Co-op Research and/or Teaching Links
Brock	graduate level	commitment to work w/ school boards in Niagara	Niagara Peninsula		Instructional Resource Centre	teaching links with McMaster and Sheridan
Lakehead	graduate level	dissemination to region	Native peoples remote communities	Native teachers		
Laurentian			Franco-Ontarian community	Franco-Ont. teachers		
Nipissing		commitment to work w/ school boards in area	Native teachers and isolated com. in NE Ont.	French as 2nd language loan support centre		
O.I.S.E.	graduate & proposed preservice level	commitment to field dev. activities and research	Provincial mandate			co-op programs with FEUT and Western
French Ottawa	graduate level	education research	Franco-Ontarian comm.	Franco-Ont. teachers	Franco-Ont. schools	
English	graduate level	immersion teachers				co-op program with Trent University
Queen's		research activities				co-op programs w/ OISE and schools in China
Toronto	wish to develop more fully	research in schools	multi-ethnic community		Althouse Press	OISE/UWO Educational Leadership Centre
Western		reduced priority in recent years				
Windsor	graduate level	important				
York	at preservice and graduate levels	important				

CHART 1
GOALS AND OBJECTIVES

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education "Profiles" submitted to the Steering Committee.

Admission to Faculties of Education

The evolution of the criteria for entering the teaching profession since the pioneer days of Upper Canada has been dramatic. From a requirement of bare literacy in the early 1800's, today's beginning teacher must have a university degree. Many teachers are working towards more advanced degrees, as is shown by the numbers (Table 1) enrolled in Master of Education and Ph.D or Ed.D. programs. Another change is the number of women in the profession; in the beginning years of the century in Upper Canada, most of the teachers, including those in the elementary schools, were men. Now, women are in the majority, with an especially heavy concentration in the primary grades, and very few in the administrative ranks. Table 2 shows the numbers of student teachers in each of the faculties in 1985-86.

Table 2: Faculties of Education: Preservice Enrolment Statistics 1985-86

Faculty	Total	Male	Female	Male			Female		
				P/J	J/I	I/S	P/J	J/I	I/S
Brock	250	68	182	10	46	12	80	84	18
Lakehead	173	65	108	11	14	40	64	21	23
Laurentian	66	18	48	-	18	-	28	20	-
Nipissing	207	56	151	21	35	-	88	63	-
Ottawa	305	85	220	14	23	48	144	24	52
Queen's	603	140	433	16	33	121	179	126	128
Toronto	803	258	545	19	42	197	181	101	263
Western	630	202	428	11	46	145	145	109	174
Windsor	296	87	209	32	37	18	151	44	14
York	550	100	450	25	25	50	325	50	75
Totals:	3883	1109	2774	159	319	631	1385	642	747

P = Primary J = Junior I = Intermediate S = Senior

NOTE:

1. Any discrepancy between the preservice figures in table 1 and table 2 is related to the difference between initial admissions and actual enrolments. Table 2 does not show the number in the French language component (see table 1). Enrolment includes those across the years in concurrent programs.

2. Information from: Ontario Public School Teachers' Federation (1986). Report of the *Task Force* to Study Hiring and Transfer of Male Teachers.

Admission to the faculties of education depends primarily on academic achievement. Other qualifications are considered to be important at some of the faculties: York requires an interview and an English-language test; Western interviews candidates for admittance to some divisions; language tests are required at Laurentian and Ottawa (both French and English); references are required at Queen's, Toronto and York; and experience with children is considered to be an important requirement at Ottawa, Queen's, Western, Windsor and York (see Chart 2).

Charts 2 and 3 describe the admission criteria for the preservice and graduate programs of the various faculties of education. In Chart 2, where two percentages are given in the column "Grade Point Average," the lower percentage indicates the officially acceptable minimum grade for acceptance into the program, and the higher number is the grade point average of the accepted candidates for 1985/6.

However, a number of different points of view on admission criteria emerged in the submissions. The Ontario Association of Education Administrative Officials expressed concern at the lack of provincial guidelines on admissions criteria since "OAEAO is concerned that paper qualifications coupled with brief interview, by themselves may be inadequate admission factors...The selection team may be lacking in the sensitivity and training needed. Good investigative and interview skills are acquired over long periods of experience and familiarity with theory and practice. It would seem reasonable to expect that selection teams be properly trained to ensure that the best candidates are selected reflecting the mosaic of Canadian society..." The Ontario Catholic Supervisory Officers' Association (OCSOA) and the Federation of Women Teachers' Associations of Ontario (FWTAO) also criticized the dominance of academic criterion for admittance. They would prefer a wider range of criteria assessed through interviews and consideration of the candidates' work and volunteer experience, and interview teams with practising teachers on them.

The normal schools in the early days of Ontario had to concern themselves with the academic upgrading of the prospective teachers, and had less time to spend on methodology and theoretical considerations. Today's preservice graduate teachers in Ontario are better educated than they have ever been, as a result of having university-level prerequisites. The present concerns about student teachers seem to be in the areas of whether or not they are sufficiently committed to the education of children, and whether or not they represent the social and ethnic mix of Ontarian society.

Staffing and Deployment

Chart 4 presents a general picture of the staffing and deployment in the various faculties of education. An examination of the chart shows that large numbers of part-time staff, usually drawn from the teaching profession, are teaching the inservice programs during the summer and winter terms, and, in some faculties, in the preservice program as well. Lakehead University and others deplored the lack of continuity in course offerings because of the necessary numbers of part-time/adjunct staff. However, the large numbers of adjunct staff listed at York University consist of liaison people in the schools who are closely connected to the preservice program. They counsel students, assist with seminars, and participate in the core lecture led by the course director. Then, in seminars, they link the lecture material to the specific practicum based in their schools.

The heading "R. and D." on the chart indicates if the various faculties consider research to be a part of the faculty workload. Most of the faculties comment on the high teaching and supervisory workload and the consequent lack of time to devote to research. Brock comments that research is expected of the faculty, but no time is allotted for it. Ottawa and Nipissing report on the difficulty of requiring faculty who have no background in research to start doing it. Generally, the feeling is that as the faculties of education move farther from their teachers' college roots, research, as a normal function of a university department, will have to take its rightful place among them. New requirements for faculty hiring demand more academic training than previously, and this prerequisite will probably lead to an increased emphasis on research in the faculties of education. The question of the balance between academic and practitioner (part or full-time) still has to be considered.

Chart 2 Preservice Admissions	Number of Applicants last 5 years	Number of Acceptances last 5 years	Education Required	Grade Point Average	Interview Required	Language Test	References or Personal Statement	Experience with Children	Faculty of First Choice
Brock Concurrent		250	Grade 13	60%					Yes
Brock Consecutive	10,852	1,604	B.A.	60/70 %					
Lakehead Concurrent	999	576	Grade 13	60%	Possible		Possible		
Lakehead Consecutive	3,811	779	B.A.						
Laurentian Concurrent	519	240	Grade 13	60%	Required	Required			
Laurentian French Consecutive		272	B.A.						
Nipissing	3,078	218 (1988)	B.A.	60/70 %					
O.I.S.E.	N/A								
Ottawa English	29,697	766	B.A.	60%	Possible	Required		Important	Yes
Ottawa French	1,834	536	B.A.	66%		Required		Important	
Queen's Concurrent		640	Gr. 13 or 2 yrs undergrad	B	Possible	Possible	Required		Yes
Queen's Consecutive			B.A.		Possible	Possible		Important	
Toronto Technical	29,884 500 (3yrs)	4,439 263 (3 yrs)	B.A. 5 yrs exp.	70%	No		Required	Important	
Western	19,899	3,325	B.A.	60/70 % 1986	Req'd for some divisions			Important	
Windsor	8,888	1,442	B.A.	60/70 %				Important	
York *	8,855	579	2 yrs undergrad program	C+/B+		Required	Required	Important	

CHART 2
PRESERVICE ADMISSIONS

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education 'Profiles' submitted to the Steering Committee.
3. Grade Point Average column: the lower percentage represents the officially acceptable grade: the higher is the average of recently accepted candidates.
* At the time of writing, York did not offer a consecutive program.

Chart 3 Graduate Requirements	Number Accepted last 5 years	Undergrad Grade Required	B.Ed or OTC	Teaching Experience	Test	References
Brock	967	B	B.A., OTC or 2 yrs exp.	1 year		
Lakehead	100	B	Required	1 year	Possible	2 letters
Laurentian (French)						
Nipissing						
O.I.S.E.	8,911	mid B			Possible Eng. test	2 letters
Ottawa English					Possible French	
Ottawa French						
Queen's	236	B	or Equivalent	2 to 4 years		
Toronto	180	-		3 years		
Western	434	B/B+	Required	1 year		yes
Windsor	168 (1988-86)	B	B.A., B.A. Hons.			yes
York	147	B	Required	2 years		yes

CHART 3
GRADUATE REQUIREMENTS

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education 'Profiles' submitted to the Teacher Education Review Steering Committee.

Chart 4 Staffing and Deployment (1984/85)	Full Time Faculty	Part Time Adjuncts	Cross Appointments	Secondments	Support Staff	Pre-Service Faculty	In-Service Faculty	Graduate Studies Faculty	R & D Part of Faculty Workload	Staff with Doctorate	Staff with Masters	Teaching Experience (Average)
Brock	43	25	15	1	6 F.T. 3 P.T.	16 F.T. 26 P.T.	11 F.T.	6	No	19	11	22 yrs F.T. 16 yrs P.T.
Lakehead	18+3 native instructors	47	1	1	6 F.T. 6 P.T.	16 F.T. 6 P.T.			Yes	13	6	16 yrs F.T.
Laurentian (French)	15	4	0	0	6				No	6	11	
Nipissing	16	150			4	15	150 P.T.	-	No	7	10	10-20 yrs
O.I.S.E.	138	74	3	0	87	N/A	-	-	Yes	121	12	
Ottawa French	14	84		3	4	13FT 84PT	81	31		61	36	
Ottawa English	20	2	1	3	2	9FT 11PT	22		Yes			
Queen's	63.03 (3FT adjuncts)		4	4F.T.	43.6			33	Yes	32	26	
Toronto	89	18	6	2	86.81	62	84 F.T. 480 P.T.	12	Yes	54	43	73 have teach exp
Western	72	12	12 Pre-ser. 7 Graduate	9	46	69	15 F.T. 484 P.T.	37 F.T. 9 P.T.	Yes	39	47 Mast 20 BA	
Windsor	20	60			7.6	18	1 F.T. 10 P.T.	10 P.T.	Yes(for grad. fac.)	15	5	19 have experience
York	41	365	18	8	43	24 F.T. 71 P.T.	29 F.T. 319 P.T.	15 F.T. 5 P.T.	Yes	27	13	most have experience

CHART 4
STAFFING AND DEPLOYMENT
(1984/85)

Notes 1. Blank boxes indicate information not received
2. Information compiled from faculty of education "Profiles" submitted to the Teacher Education Review Steering Committee

The submission of the Ontario Teachers' Federation voiced concern that the faculty members were not trained to be researchers and that they do not assimilate current research. L'Association des enseignates et des enseignants franco-ontariens (AEFO) is seriously concerned about the lack of qualified francophone candidates for faculty positions at Laurentian and Ottawa, which are thus prevented from expanding and doing research as they should. The Ontario Council on Graduate Studies (OCGS) remarked on the seeming indifference of many faculty members to involve themselves in scholarly activities.

The qualifications of most faculty members presently teaching is a serious concern. In the perception of their critics, many of them lack the training or desire to engage in research, some of them do not keep up-to-date with the research that is being done, and others do not fully appreciate the value of educational research. A related issue is that substantial numbers of faculty members will be retiring within the next few years, and that qualified replacements who can contribute to both scholarship and practice will be difficult to find. This problem is also critical for the two Franco-Ontarian faculties.

Table 3 reports the number of faculty members to retire in the next few years. The first figure in the second column indicates the number who must retire; the second figure indicates those who will be eligible to retire under early retirement plans.

Table 3: Numbers of Faculty Members Retiring 1987-1992

	No. of Faculty	No. to Retire	Replace-ment	Expansion
Brock	43	0/5	yes	3+
Lakehead	18	1/5	yes	possible
Laurentian	15	3	yes	no
Nipissing	15	8	yes	no
Ottawa	14 French prog. 20 English prog.	8	yes	certain
Queen's	63	10/15	yes	certain
Toronto	89	23	partial	uncertain
Western	72	33	yes	uncertain
Windsor	20	5	yes	no
York	41	3	yes	11

Note: Information supplied by faculties of education.

Research and Development

All the faculties of education (with the exception of Nipissing) reported a number of educational research projects.

Between 1978 and 1983, the anglophone sector of the University of Ottawa initiated a number of innovative programs or alternative approaches to the presentation of the preservice one-year program. The faculty was divided into three staff teams, each reflecting a different philosophical orientation and a different emphasis on program:

- A Conceptually Oriented Approach
- A Humanistic Approach
- An Integrated Approach

The Primary/Junior Panel at Ottawa presently bases its program on the principles of humanistic education as outlined by Arthur Combs in *Myths in Education: Beliefs that Hinder Programs and Their Alternatives*. Other research activity at Ottawa has centered on the development of an experimental andragogical model (theory of adult learning) in which one half of the beginning teachers elected to participate during 1985-86. In the Junior/Intermediate/Senior panel, recent research has involved the relationships between mastery of basic skills and success in the practicum component.

Several of the other faculties have set up experimental projects (descriptions available as background) to investigate different ways of delivering the teacher training program: for example, PEMSTEP at Western, the Roden, IS^3 and STEP projects at FEUT, and pilot projects on the practica at Windsor.

These experimental programs have not been sufficiently described and disseminated in Ontario, to enable the ideas they engender to develop and lead to further research activity and program development. Indeed, it was only following distribution of the first draft of the position paper that we became aware of programs at the University of Waterloo in which students in French or mathematics can be assigned to work in schools for substantial periods of time, and, through Brock University, graduate with a Bachelor of Education degree in addition to the Bachelor of Arts.

Very few of the research projects carried out in the faculties focus on teacher education, and those which do are chiefly concerned with inservice teacher training and curriculum implementation. Research is conspicuously absent in areas such as induction and the first years of teaching, and in areas concerning teacher training for francophones.

Criticism has been voiced by a number of other sources that the faculties are not doing enough educational research. The Ontario Teachers' Federation believes that teacher effectiveness has not become an integral part of teacher education programs on any universal or consistent basis, and "that faculty members [should] be encouraged to undertake research projects to evaluate current programs of teacher education in the light of effectiveness research." The Ontario Public School Teachers' Federation (OPSTF) commented on the lack of research being done in the faculties, particularly on teachers' education and curriculum issues. AEFO is concerned about the fact that few faculty members at Laurentian and Ottawa are trained to do research in the area of Franco-Ontarian studies, and the Association des Surintendants Franco-Ontariens echoes their concerns. In addition, the Ontario Council for Graduate Studies in their report of the Appraisals Committee concluded that faculties of education had a comparatively low output of research, and low quality and quantity of scholarly publications. A study conducted by Grapko reported: "Faculty members involved in a research project make up about 10 to 30 per cent of total staff. For most faculties this percentage estimate is on the downside because updates are not maintained for current activities" (page 4).

The implication is that without faculties of education who are ready to experiment, evaluate, and then document innovative approaches to teacher training, very few careful and sound changes will be made to teacher training in Ontario.

The Programs

Preservice Programs

The first decision a prospective student teacher must make in Ontario is whether to enter a concurrent program such as those given at York, Queen's, Laurentian, Brock and Lakehead, or to enter a consecutive program given at all faculties of education with the exception of York.

The preservice programs all include the "foundations" courses and practicum as outlined in Regulation 269, Section 1, (k) and (l). Some choices of program, however, are available besides the subject and/or level options which every student teacher must select. A number of experimental programs, offer the student some variety, notably the Roden and STEP programs at the University of Toronto, PEMSTEP at the University of Western Ontario, and ones which will likely be in place at Windsor and in the anglophone sector at

the University of Ottawa in the near future. Other choices available include the francophone programs at Ottawa and Laurentian, the French-language courses offered at Toronto, Ottawa and York for immersion teachers and others who request their courses in French, the Native education courses at Lakehead, the "Artist in the Community," "Early Primary Education," "Technological Studies," and the "Cooperative Program in Outdoor and Experiential Education" at Queen's, York's Judaic courses for those wishing to teach in Jewish schools, and the heritage language courses, also at York. FEUT and Brock offer a two-year diploma program in Early Childhood Education, and a number of the faculties offer a program in Technological Studies. Some of the larger faculties of education offer a considerable variety of courses. University of Waterloo has a "Cooperative" undergraduate program for future mathematics teachers, and a similar proposed program for French teachers; after which students take their one year teacher training at Brock or Western in a specially designed program.

However, some faculties have not been able to accommodate other needs students may have in planning and carrying out their programs, although most, but not all, have counselling groups formally set up for the students. The lack of faculty, for example at Laurentian, does not allow it to offer a large choice of courses or special services for the students. Orientation assistance is rarely available, and placement services vary from the very helpful to the non-existent.

The faculties maintain contact with the field through their associate teachers, and at York through adjunct professors. Faculty members are required to visit the student teachers while they are doing their practica. Some faculties have representatives from OTF and Ministry of Education (MOE) on various faculty committees. The letter of agreement between the Minister of Education and each university requires that each faculty establish an Advisory Committee to the Dean with representatives from MOE, MCU, OTF, OAEAO, OCSOA, and the university-at-large.

The faculties feel that the associate teachers are generally doing a good job within a poorly designed system. In regard to the problems associated with the practicum, a number of the faculties, generally those in the smaller centres, reported difficulty in finding suitable associate teachers. Brock, for example, noted that the teaching profession is aging, and the more senior teachers are becoming tired of the extra work involved in supervising a student teacher. Poor remuneration and a lack of recognition beyond a thank-you note and, in some cases, a reception at the end of the year were cited as causes of the difficulty in securing the services of good associate teachers. York's preservice program depends heavily on their adjunct professors and associate teachers, and in addition to a more substantial remuneration than is usual, the associates are permitted to take all the inservice courses they wish free-of-charge. Brock has developed a one-part Additional Qualification (The Associate Teacher) course for the associate teachers, and encourages them to take it.

To ensure a relationship between the school practicum and the components of the preservice program, some faculties give the students assignments to do while they are on their practica. The students in some consecutive programs and in concurrent programs such as York's have practicum-seminars or at least debriefing sessions where issues which arose during the practicum are discussed. At York, the practicum-seminars are an ongoing part of the education component of their university work. In the concurrent program at Queen's the students are required to have a four-month internship in the schools during their final program year.

The program review process varies across the faculties. The programs may be reviewed annually by committees of faculty, students and representatives from OTF and/or as-

sociate teachers, or faculty committees may review the programs periodically. A cyclical review conducted by the Ministry of Education is a requirement.

The concerns expressed by the teachers' federations and the various educational associations about the preservice programs are many, and the faculties themselves have a number of recommendations to make. The improvements these organizations suggest range from a complete re-thinking of the program, including the rationale for the one-year consecutive course and its curriculum and the length of the practicum, to more modest proposals such as permitting practice teaching to be done in the independent schools and including material in the curriculum on sex-role stereotyping and race relations/racism.

Induction and Orientation Programs

By induction we mean a relatively structured, supportive and progressive entry into the early years of teaching. Most of the faculties of education admit that they can do little in the way of orientation and induction of the students into the profession. Ottawa pointed out that the time allotted to the preservice program is too brief because of the proliferation of courses, such as computer training, multiculturalism, etc. during the past few years, and consequently there is no time for orientation activities. Windsor, Toronto, Ottawa and Lakehead cited financial restrictions. York felt that its concurrent program[1] with the extended period of time in the classroom (a minimum of 114 days compared with the 40 days' practicum for consecutive students) provided sufficient orientation, and Queen's also cited its four-month internship in the final year of the concurrent program.

The teachers' federations offer little in the way of orientation of new teachers to the profession, with the exception of advising them of some of their rights. School boards, because few are hiring new teachers, are generally not offering special orientation programs. However, a few boards do have orientation activities. The Dufferin-Peel Roman Catholic Separate School Board reports the following for their 1986 program: "Teachers who are new to the Dufferin-Peel R.C.S.S.B. are required to participate in an Orientation Program which is held in August of Each Year...These teachers are provided with ongoing development programs focusing on Classroom Management and Parent/Teacher Communication. Early in the school year, presentations are made on classroom management techniques as a way of providing both a philosophical base and practical suggestions for establishing workable routines. Prior to the first 'reporting to parents' experience, workshops are presented in order to provide the beginning teacher with reporting models and suggestions for maximizing the opportunity for parent/teacher dialogue. Between these formal sessions additional meetings are provided for 'hands-on' opportunities at the resource centre."

The question of orientation and induction is also discussed by the faculties and the associations in conjunction with the question of lengthening the consecutive program to include an induction component in it. There is some feeling that an arrangement could be devised so "that the first year of teaching should be the foundation of continuing professional education for teachers" (OAEAO submission). There is general agreement that this area is one which has been much neglected and needs serious attention.

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[1] At the time of writing, York did not offer a consecutive program.

Inservice Programs

All of the faculties of education have large inservice programs which provide Additional Qualification (AQ) courses as outlined in Regulation 269 to (usually) certificated teachers. Some of the faculties also include part-time undergraduate courses for teachers who do not have an undergraduate degree, and Toronto offers a few specialized professional development courses. Most of the courses however, are designed to meet MOE requirements for additional qualifications for teachers and administrators. A detailed summary of the inservice programs as reported by the faculties of education is available as a background document.

Some of the faculties give a number of specific workshops for professional development days. York sponsors major annual conferences on special education, mathematics, etc., and Brock sponsors an annual Educational Conference during a local professional development day. The University of Ottawa and the Franco-Ontarian Centre at OISE offer workshops on a variety of subjects of interest to francophone teachers. Since federations and boards are also involved in professional development activities for the teachers, the services of faculty members are at times enlisted.

The faculties seem willing to accommodate the delivery of the AQ courses to the needs of their clientele. Nipissing provides instruction directly, by correspondence, independent study, and/or floppy disk. Laurentian will provide courses to francophone teachers anywhere in Ontario where there is a group, except in Eastern Ontario, which is served by Ottawa. It has given courses as far away from Sudbury as Windsor, Burlington and Toronto, and is willing to offer flexible hours, including Friday evenings and Saturdays if the demand is present. Most of the faculties give off-campus courses within their geographic area with a great degree of flexibility in scheduling.

Course material is adapted to suit the capabilities of students in such courses as music and French as a second language. In spite of such adaptations, Windsor reports a high drop-out rate of students who are unable to cope with the coursework. Nonetheless, the most remarkable feature of these courses is the number of teachers who take them (see Table 1); York reports that teachers return year after year, even after they have finished the B.Ed.(inservice) degree. Few people realize that there are more FTE teachers taking AQ courses (leaving aside all other forms of inservice) than there are students taking preservice courses. In 1984-85, for example, 23,446 (FTE 4689) teacher participants were enrolled in AQ courses, compared to 3883 full-time students. Given the arcane nature of university formula funding, it is difficult to be precise about the amount of money generated for the AQ courses. The amount paid to the universities is based on formula funding discounting increases in enrolment. We estimate the sum to be substantial.

The training which the instructors, who are largely professional teachers or administrators teaching the courses on a part-time basis, receive seems, for the most part, to be fairly limited, although most of the faculties state that the instructors are supervised by full-time faculty members. The instructors are selected by local advertisement and by recommendation of the school boards in the catchment area. The training of the AQ instructors is, however, a matter of concern to the associations and federations. Some resource documents to assist AQ instructors have recently been prepared in cooperation with OADE. One on special education is now available and a second on microcomputer is being produced. Others are in the planning stages.

Teacher participants rate the inservice courses very highly. In a survey of participants

across the faculties approximately 91% described the course as meeting their objectives, and 92% planned to use some of the information from the course during the next school year. While recognizing that there is some very good inservice work occurring in the AQ area, we believe that these course ratings do not get at the basic question of the role and place of AQ courses in the inservice system. The Ontario Association of Education Administrative Officials (OAEAO), for example, feels that the inservice training model advocated by Joyce and Showers which includes not just knowledge of new information about teaching but active assistance with implementation in the classroom, should be more widely applied. The Ontario Catholic Supervisory Officers' Association (OCSOA) (and OAEAO) proposes that better planning to avoid duplication of AQ courses should be arranged throughout the province. The federations (OTF) are concerned with professional development opportunities for its teachers, especially those in remote communities, and the Ontario Public School Teachers' Federation (OPSTF) sees a need for greater activity on the part of the universities in initiating new courses for teachers. The Council of Universities (COU) questioned the academic rigour of AQ courses as delivered, and criticized the absence of data on failure rates and review mechanisms for evaluating the effectiveness of AQ courses.

Several faculties have become active in the delivery of principals' courses. To be eligible for the principalship in Ontario, candidates are required to complete Parts I and II of a program of studies outlined by the Ministry of Education. These programs are offered in successive summers, or part time in winter sessions. Previously run by the Ministry, responsibility for program planning and delivery has recently shifted to the faculties of education and OISE in cooperation with local board and Ministry staff. Faculties and OISE field centres have also become involved in conducting 'refresher courses' for practising principals, which are officially recognized by the Ministry of Education. The federations all sponsor extensive professional development programs, from single workshops and professional development days to week-long courses during the summer, on subjects ranging from personnel to curriculum issues. They frequently sponsor their members to attend conferences, and put out a variety of publications on a wide range of subjects.

Table 4: Costs of Professional Development Activities for Teachers' Federations

AEFO	$300,000
FWTAO	1,000,000
OECTA	1,300,000
OPSTF	650,000
OSSTF	1,000,000

Note: Information supplied and verified by the teachers' federations.

School boards also provide a wide range of professional development activities according to their capabilities. A large board, such as Toronto, has an enormous array of workshops and courses on almost every subject related to teachers and teaching. Teachers are able to obtain sabbaticals, and the board sponsors them to attend conferences. Smaller and more geographically far-flung boards have fewer programs. One of these, the North of Superior R.C.S.S. Board, is developing a program giving individual teachers the opportunity to obtain expertise in a certain area, and granting these teachers release time to assist other

teachers within the board. Franco-Ontarian teachers in these boards seem dependent on the activities offered by AEFO or by the consultative team of the Ministry Regional Offices.

Boards are increasingly integrating professional development with ongoing program implementation and long-term staff development. They sponsor professional development in a variety of ways: professional activity days, after school inservice, during school inservice, special conferences, short courses, and so on.

Other regional and provincial resources are available in relation to inservice. The nine OISE field centers are active in providing focussed inservice work integrated with school board programs. The six Ministry of Education Regional Offices offer varying degrees of assistance to local boards, especially in the north. TVOntario is becoming a prominent force in local inservice both in program content and in interactive forms of delivery. In addition to television programs geared to Ministry of Education curriculum guidelines, TVOntario now has the responsibility for the distribution of Ministry approved software for microcomputers. TVOntario is taking essentially a professional development approach to its expanded mandate.

Graduate Studies Programs

Graduate programs are offered at Brock, Lakehead, Ottawa, FEUT, Queen's, Western, Windsor and York, but the largest number of graduate students are enrolled at the Ontario Institute for Studies in Education (see Chart 3). Only OISE and University of Ottawa offer doctoral programs.

Several of the faculties of education wish to expand their graduate programs. The Francophone Sector of the Faculty of Education at the University of Ottawa feels the need to expand its graduate program by adding a D.Ed. program in order to increase the pool of qualified researchers and faculty members for the Franco-Ontarian community. The Faculty of Education at York would offer a MAT program specializing in language arts if this were feasible.

Another initiative presently at the early stages is the offering of graduate courses off-campus by various distance education modes, including teleconferencing and computer networks. OISE is offering a few courses at the M.Ed. level using these methods, usually in English, but with a growing number for Franco-Ontarians. Other universities, notably Ottawa, offer education-related courses such as developmental psychology (in French as well as in English) by distance education, and teachers may take these as part of their graduate program.

Conclusion

We were not in a position to gather comprehensive data on the sheer number of inservice education activities engaged in by practising teachers. One gets an idea of the scope of the activity by realizing that the equivalent of almost one out of four teachers (some are taking more than one course) are taking AQ courses of 125 hours in duration in a given year (some 23,000 registrants out of 100,000 teachers in the province). Add to this all the board-sponsored and teacher federation activities, graduate work, and individually pursued professional development, and the total is impressive. Nonetheless the problem of coordination and the difficulty of assessing impact remain to be addressed.

C. The Issues

In the draft position paper, we presented lists of the specific issues presented to us as we prepared our original proposals concerning teacher education. As we noted, the identification of issues varied depending on the perception of the various groups involved. It is possible, however, to organize the many perceived issues into several overlapping broad categories. In devising these categories, we concerned ourselves with the composition and role of faculties of education, programs for teacher education, and the responses of teacher education to a range of social pressures in Ontario society. The broad categories (and the issues contained therein) are as follows:

- Faculties of education
  - Faculty renewal
  - Research and knowledge production
  - Role of the university
- Preservice
  - Selection and admissions
  - Curriculum
  - The practicum and the role of associate teachers
- Transition to the profession
  - Induction
- Inservice
  - Additional Qualifications (AQ) courses
  - Other inservice
- Teaching as a profession
  - Schools as places of learning
  - Enhancement of the profession
  - Demographics: The need for teachers
- Cross cutting issues
  - Fragmentation/coordination and governance
  - Francophone teacher needs
  - Program review
  - Special issues, usually arising from current social needs. Issues include race relations/racism; English as a second language; sex-role stereotyping; needs of native communities etc.

In what follows, we briefly deal with each category, clarifying the nature of the issues in the Ontario context. The issues then become part of the agenda for reform, addressed in Chapters 3 and 4.

Faculties of Education

Faculty Renewal

In Ontario over the next few years there will be unparalleled opportunities for faculty renewal. Not only are faculties expecting a large number of retirements, but some plan to expand, creating additional full-time positions.

As early as 1987-88, a large number of faculty members will reach retirement age, and others will be eligible to choose early retirement. By 1992, a minimum of 90 faculty members will have retired (see Table 3). These openings will be augmented by new positions which the faculties may be permitted to establish. The situation will create an opportunity to affect the direction of teacher education in the future.

Who will be hired to fill these positions? The deans are attempting to recruit people who have scholarship and research skills (with completed doctorates), and a sound professional teaching background. It will prove difficult to recruit faculty with both research and professional capacities. It has proven particularly difficult, for example, to recruit persons with both discipline expertise and knowledge of teacher education for science and mathematics education.

Secondments can be seen as a way of filling a vacancy, or as an excellent source of program development and continuous renewal in a faculty of education. At Simon Fraser University in British Columbia, for instance, secondments of outstanding teachers are an integral part of the program. They may come for one or two years, and take an active role in the operation of the practicum. They contribute strengths and perspectives gained through successful and current classroom experience. They gain, in turn, an opportunity for a year or two of professional development, being involved in research, collaborating with other professionals and reflecting on teaching to improve their own practice when they return to the classroom. Several faculties in Ontario such as York University also see field-based secondments as essential to staffing.

We consider the appointment of new faculty a critical problem as well as an opportunity in the reform of teacher education over the next five years. The potential problem in this pattern of hiring is that subsequent promotion and tenure criteria within the University could overemphasize scholarship over teaching and other practical work. This scenario might, for example, emerge if a recent statement by The Ontario Council for Graduate Studies (OCGS) was taken to the extreme. Upon completing a review of graduate programs in education, the Appraisal's Committee of OCGS issued a statement. A sample of its observations follows: "The Committee's original concern about the quality and level of research activities among faculty responsible for graduate programs in education was confirmed in almost all cases..." (OCGS, 1986). A further problem is that under almost any strong criteria there will likely be a shortage of good candidates as most faculties compete to fill a large number of openings.

Given the seriousness and the scope of the matter, the question of recruitment should be considered more collectively and publicly. Among the questions to be considered are:

- what staffing patterns will provide the best mix of academic and professional resources? What program designs will facilitate the integration rather than the segmentation of academic and professional capacities of different staff?

- what special and targetted programs and incentives can be established to contribute to the recruitment of doctoral level staffing required?

- what preparation, expectations and experiences will be most effective in developing faculty of education professors and secondments who can integrate practice and theory, providing the kind of clinically based teacher education programs needed for the initial, early, and long-term development experiences of future teachers in Ontario?

Research and Knowledge Production

Several related questions are involved in the issue of research. Not only are faculties of education expected to be actively involved in research, but they are also expected to be aware of relevant research taking place elsewhere, and indeed to incorporate such knowledge into their programs. In this context, it is important to note the distinction between research on education (which might be directed to teaching, learners, schools) and research on teacher education. As shown in the descriptions given above, not a great deal of research is undertaken at faculties of education, and only a very small part of it is actually teacher education research.

Regardless of whether one endorses a field-based, university-based or some combined paradigm, the research/knowledge production on teacher education in Ontario is meager. Our outside consultant did a count of research papers presented to the Canadian Society for Studies in Education at its annual meeting in 1986. Ontario (leaving aside OISE for the moment) had one of the lowest provincial averages per institution of papers presented. OISE with all its research does not have a record of specializing in teacher education. To the extent that research, carefully done and considered on a regular cumulative basis by institutions, could contribute to the move from goodness to greatness, its absence represents a serious gap. Ontario's relatively small involvement in research and dissemination contributes significantly to our limited presence and reputation on both national and international levels.

Research focussed on teacher education would involve inquiry into what constitutes effective inservice or practica, or on other aspects of preservice, such as research on the socialization of teacher educators, or perceptions of students and faculty. Such new knowledge should be used to inform teacher education.

The move to universities for many faculties took place less than twenty years ago. The role of research, including the documentation of innovative or alternative programs, has still not taken its rightful place in many faculties. The problem is also more general across Canada. The Social Sciences and Humanities Research Council (SSHRC) report in 1983 noted that there were no clearly stated expectations for faculty who were transplanted from the teachers' colleges to the universities; rather it was expected that somehow, after the move to the university, change would occur. However, the "transplants" had often not

been trained in research methodologies, nor had they been socialized into the mores of a research community (a point echoing the concerns expressed by the faculties).

A review of research in Canadian teacher training done by Wideen and Holborn (1986) suggests that research on teacher education does not have a high priority in faculties of education. Both lack of funding and methodological problems appeared to constrain the conduct of quality research.

It is useful to distinguish among different types of research or knowledge production. Scholarly research, which meets requirements for publication in refereed journals, will add to the understanding of basic processes in teacher education, but other kinds of research and writing are also valuable for informing practice. Indeed, good field-based research can generate better theories even when judged by the criteria of pure scholarship.

A point noted by others and confirmed by us is the difficulty in identifying research on teacher education and on innovative programs. Attempts to gather information are hampered by the lack of any mechanism for collecting, reporting and disseminating such information, and probably also by the general lack of research focus, in the sense that people in faculties of education often say, "We don't have time to write these things up... We're too busy doing them."

The orientation to research appears to be changing in some ways. The next five years presents the first opportunity to hire, on any scale, faculty who can conduct research. The Deans of Education appear to be committed to using the opportunity for that purpose, although the dilemma of faculty hiring discussed in the previous section presents problems.

We have some recommendations in Chapter 4 designed to address these matters. Faculty renewal and hiring can also make a large difference to future knowledge production.

The Role of the University

> *First, professional programs depend on the University to provide the intellectual foundations for professional practice. Second, the professional faculties make an important contribution to the breadth and quality of the intellectual environment in the university* (Connell, p. 27)

Education has traditionally suffered from low status when compared with other faculties in the university, even with other professional faculties. Although this was not specifically mentioned by our "stakeholders," it is obviously a factor in Ontario's universities. Faculties of education often do not meet the research standards as seen by the university (see Ontario Council for Graduate Studies Report), and work such as supporting practice teaching does not "count" in a university setting.

Attempts to deal with the problem have focussed on encouraging the university to respect and value practical knowledge as well as theoretical, and also on encouraging faculties to do more scholarly work that meets the usual university standards.

We doubt whether these slow evolutionary steps will make a great difference in the status and role of faculties of education in the university. As others have said before us, teacher education, to be most effective, has to be seen and valued as a university-wide, not just faculty of education, responsibility. It is revealing to note that in the faculty of education submissions, especially relative to the consecutive programs, hardly any mention was made of the rest of the university. In the new model we present in Chapter 4, university presidents must be willing to endorse teacher education (as a continuum) as a university priority, and to act accordingly, sponsoring forums on the role of universities in teacher education, and encouraging and being responsive to new program models which involve collaboration across faculties. We understand that there is some ad hoc participation of other university professors in teacher education. (Concurrent programs may even encourage it systematically.) The models for the future must engage other university departments (Mathematics, Science, Fine Arts, Computers, etc.) including in the induction and inservice programs. It will also be necessary to consider the role of the university and the nature of a liberal arts program for prospective teachers. The question of prerequisites and alternative routes for prospective teachers within liberal arts could profitably be reviewed jointly by faculties of education and the appropriate university committees or groups. With some endorsement by leaders, small incentives, programs designed accordingly, and an attitude that what is to be learned is a two-way street, we predict that many university professors from other disciplines would contribute effectively and willingly, and would gain from selective involvement in teacher education.

Preservice

Selection and Admissions

In making admission decisions, all teacher education institutions use previous academic performance, and many use other criteria (interviews, previous experience, personality traits, etc.). Literature consistently concludes that criteria used do *not* reliably predict success in teaching. Results are somewhat conflicting; in fact, as one writer stated, "There are layers upon layers of complications."

Among these "complications" are:

- difficulties with ratings of teachers' performance. They are usually ratings of student teaching, which may be premature, and the ratings themselves are suspect.
- non-cognitive variables are seen as valuable, but do not consistently relate to success in teaching. Also, there is a problem in how to measure them.
- problems with the definition of an effective teacher suggest that the first challenge is to define and describe, and then develop instruments to assess the candidates.
- huge numbers of applications to assess.

Given this situation, one could question how far it is worthwhile to pursue the issue. Instead, one could explore ways of making teaching more attractive (to ensure a good pool

of applicants) and of providing opportunities early and often in preservice programs for prospective teachers to "try out" teaching and to receive constructive counsel in determining if they are suited for the profession. It is interesting to note that the Early Childhood Education programs in the Colleges of Applied Arts and Technology use such an approach with their students, who work for extended periods in the day care centres and nursery schools affiliated with the colleges. The success of such practices supports the view that:

> *Selection is a process, not an event. Intensive periods of direct experience are the most appropriate bases for both self-selection and external judgements* (Quoted by Russell, p. 7.)

Interviewing and other methods designed to assess desired non-cognitive characteristics (e.g., a record of effective experiences with children or youth) need further development, both in terms of methodology and feasibility. Many of the submissions in response to our draft position paper expressed concern that student teachers should not be selected entirely on academic criteria. Some faculties of education in Ontario have broadened student selection criteria beyond measures of academic success, looking for experience with children, a variety of life experiences, or interviewing students prior to acceptance into the faculty. Unfortunately, such practices are rarely evaluated, and, as pointed out above, where they are, results are not clear-cut.

Gender composition of the teaching profession is another important aspect of selection. The issue is how to attract both the best women and the best men to teaching. Concerns have recently been expressed about the changing composition of the teaching force, and the low percentage of male students enrolled in faculties of education, particularly in elementary programs. A preliminary report entitled *Teaching as a career: Future implications*, prepared for the Ontario Teachers' Federation, expresses concern about teaching being perceived as a "female" profession, and the subsequent "disappearance of the male role model" from elementary schools. As the report points out, "most beliefs or statements made regarding the importance of role modelling are intuitive statements not firmly supported by research data or findings", but these intuitive statements express the view that children should be exposed to both male and female role models in their school lives.

There is another gender question about teaching, and that is, whether teaching will continue to attract sufficient numbers of strong female candidates. For many years, teaching was one of the few professions open to women, but with more women now choosing law, medicine, or business careers, concern has been expressed that teaching may not be sufficiently attractive to compete successfully with these other options.

As the composition of the school population changes, many have wondered how to increase the proportion of teachers from different ethnic and racial groups. It is assumed that such teachers would provide a greater variety of role models for students in a multicultural society, and also that they would bring enriching perspectives to teaching. A related concern was raised by OAEAO in asking whether teachers were being recruited from a narrow band of society. The involvement of practising teachers on admissions committees is another issue (one that could be facilitated in the model we present in Chapter 4).

Preservice Curriculum

What is a reasonable objective for a preservice program? A fully qualified competent teacher, or a novice ready to take on the next step (classroom teaching) within a supportive learning framework? The question is relevant to the problem of "more and more" being squeezed into the preservice program as faculties find themselves subjected to demands from many special interest groups. In the words of a response to our draft position paper:

> ....the faculties ....have weakened the preservice curriculum by a knee-jerk reaction to Ministry initiatives. The curriculum that results from trying to be all things to all people succeeds in being adequate for none. The universities--and that means the faculties of education--can say, 'No; let others do that.'

The first priority, in our opinion, is to identify what is necessary for the beginning teacher in terms of knowledge, skills, attitudes etc., and then plan a program to provide them with these capabilities followed by appropriate induction and inservice training. The focal point of the preservice program should be some conception of the kind of teacher desired, in other words, some definition of what is wanted in the way of a teacher. The following is one possible framework:

> *....the ideal teacher is a knowledgeable, well-organized and consistent classroom leader who interacts with students, colleagues, and patrons purposefully and effectively. This individual sees teaching as more than meeting with students, and works with peers on identifying and acting on problems at classroom and school levels of the system. The teacher values this opportunity to be an integral school decision-maker, and others value the teacher's perceptions and knowledge of desirable practice* (Hoffman and Edwards).

One assumes there would be many different conceptions of teaching, and thus many alternative preservice programs. No one has clear evidence of the superiority of one model over another. There is much scope for faculties to develop programs to meet local conditions, or to embody exciting new models of teaching. Reactions to the position paper convince us that there is great interest and some beginnings toward developing new effective models of teacher education.

We claim that searching for the answer to the problems of teacher education in the preservice curriculum is unfair and conceptually misguided. No preservice program, no matter how well designed, can produce the ready-made teacher. The preservice program should be conceived as the first step – connected explicitly to the next step – towards the ideal teacher. There is too much to learn, and some of it, by definition, must be learned through substantial experience and reflection over a number of years. Extending the teacher education curriculum into the induction years will raise radically new possibilities for redesigning the preservice curriculum.

Many respondents to the first version of the position paper were disappointed with our omission of more specific descriptions of an appropriate preservice curriculum. As one submission stated:

> The study seems to avoid the issue most crucial and significant to those of us really concerned about improving preservice teacher education. What is the necessary curriculum and by whom will it be taught in the faculties of education?

This response went on to point out that the position paper ignored the topics of what courses students should be taking, and the relationship between time spent on foundations and methodology courses.

We acknowledge the concerns of these respondents. Traditionally teacher education has been thought of as *only* preservice. We continue to believe, however, that to the degree that we specify in this position paper what should be included as essential in a preservice curriculum, we are diverted from our main objective, which is to broaden the way we look at teacher education, to see the preservice program as only the first step in the development of a teacher. Notwithstanding this observation, we do agree that rethinking and redesigning the undergraduate liberal arts and preservice education programs are essential elements of any overall reform. We make such a recommendation in chapter 4.

The Practicum and the Role of the Associate Teacher

It is widely, indeed almost universally agreed that field-based experience is a necessary component in teacher education; however, questions arise of the purposes of such experience. As far back as Dewey (1904), two conceptions were proposed:

- Learning techniques: The danger is that what is immediately successful will be adopted, and this leads to an emphasis on "survival skills".
- Laboratory: The emphasis is on becoming a thoughtful and alert student of education, learning how to keep on growing. Such a focus sets the stage for a lifetime of professional development.

Practice teaching experiences tend to lead to a focus on technique for its own sake, without reference to the reason or educational purpose behind it. Both schools and the university are responsible for development of such utilitarian teaching perspectives.

Concern over the role of the associate teacher was raised in several submissions, notably those from the federations. We heard that the role of associate teacher was seen as a chore, with few rewards or prestige attached to it.

A look at the literature shows this to be a frequent problem. A recent Canadian report stated that the role of associate teachers is poorly defined, that they feel unprepared for their supervisory responsibilities, and that they seek more input into the planning process.

As indicated earlier in this chapter, the "adjunct professor" role at York is significantly different, and may be more fulfilling in many respects for those participating. Information available to us also suggests that the cooperative experience of education students at the University of Waterloo is also quite different.

The practicum is often seen as the key element in preservice teacher education, yet much of the research suggests that, as it now operates, it is ineffective in helping students relate theory and practice in teaching. One recent Canadian report summarized the research by suggesting that the practicum was seen as role rehearsal, with the students' main objective to secure a good rating and subsequently a job. The criteria for success on the part of students is to demonstrate interest and enthusiasm. Students do not see themselves as part of the mainstream in the school and are generally critical of the feedback they receive.

Studies dealing with the role of the associate teacher find a lack of clarity regarding roles and expectations, as a result of conflicting views between school and university personnel. Supervisory workshops are well received by those who act as associate teachers, but the models presented in such workshops are poorly implemented. Students provide the most important source of influence on associate teachers (as opposed to the faculties of education).

Many faculties of education across Canada have lengthened the practicum, a strategy that seems advantageous in terms of lowering anxiety and raising self-esteem. However, the results are by no means consistent, as it is evident that a complex set of variables is at work. Extending the practicum without attending to the other elements of reform (chapter 4) would be a mistake.

In any case the current situation of associate teachers is unsatisfactory. Altering and enhancing the roles of associate teachers and student teachers must figure prominently in any reform.

Transition to the Profession

Teacher Orientation and Induction

Most of the submissions to the researchers suggested that attention be paid to the "missing link" of orientation and induction in the teacher education continuum, although there were a variety of suggestions about how such orientation might be carried out. Some temporary or longer-term induction programs have been in operation in other provinces (Alberta), and other countries (Australia, Britain, United States), and much can be learned from the experience in other jurisdictions. Many have been experiments, which were discontinued as initial funds ran out.

Beyond the specific details of such programs is a consideration of the overall socializing function of orientation/induction programs. In his book *Schoolteacher*, Lortie discussed this function in some depth:

> *The functions performed by the shared ordeal in academia - assisting occupational identity formation, encouraging collegial patterns of behaviour, fostering generational trust, and enhancing self-esteem - are slighted in classroom teaching.*
>
> *Most prospective teachers go through formal preparation programs individually, rather than as members of cohort groups. Such independent programs of study prevent sets of students taking courses in common, except at very small institutions and in some of the more innovative programs. Although all students share, in one sense, the ordeal of student teaching and the typically frightening first year of induction, they do so independently as opposed to collectively; as a consequence these experiences do not induce "a sense of solidarity with colleagues" or "augment the 'reassurance capital' of classroom teachers"* (Lortie, p. 161).

We know a lot about what happens when teachers enter schools for the first time: the frustrations, fears, and anxieties, faced by new teachers; the tendency to focus on survival rather than on growth during that first year of teaching. We are less clear about how best to counter such experiences, but there are some conclusions to be drawn from successful induction programs. Induction literature has for the past twenty years offered consistent recommendations for beginning teachers, that is, a variety of job-embedded supports such as:

- reduced work load;
- reduced class size;
- exemptions from non-teaching responsibilities;
- structured opportunity for practice, reflection and discussion;
- chance to observe and be observed by experienced colleagues;
- continued access to research, practices and theories of effective training.

On the curriculum side, as we shall suggest, the induction years are to be used not just to ease one's way into teaching. The induction curriculum can and should be designed to provide continued development in the practice of teaching, further specialization in subject matters, and the further development of knowledge particular to the community settings in which one is teaching. In our revised recommendations in chapter 4 we have attempted to take into account the major problems raised about the induction phase.

How can schools become places where, by virtue of joining or being on the staff, one actually learns how to teach better? Induction is the key to beginning to build a continuum. Among respondents to the first version of the position paper, there was strong support for the concept of induction, but concern was expressed about practical problems of implementation.

Inservice

> *In the last decade, inservice programming in teacher education has received considerable attention. Interest has been stimulated by public criticism of the quality of education, teachers' concerns about job security in a period of declining enrolment, teachers' desire for more career development opportunities, and the need for retraining, especially for those teachers whose initial training was minimal. Inservice education is also seen as a method for adapting to the demands of a changing society. Schools are now expected to provide for more of the physical, personal, and social needs of students, and some argue that teachers should be educated in ways of meeting these additional expectations. The belief that self-renewal is a life-long requirement for the teaching profession also has implications for inservice teacher education* (Russell).

The tremendous amount of inservice activity in Ontario was documented earlier in this chapter. Faculties, OISE, federations, TVOntario and boards are all involved, devoting

large amounts of time, money and expertise to the enterprise. However, it is difficult if not impossible to determine the impact these programs have. Moreover, given the number of different bodies involved, and the scope of activities, coordination is a major problem. We suspect the current system is inefficient in melding the resources.

Problems with traditional inservice programs provided to teachers are well known, and are well documented by Russell (1986) in the literature review done for the Teacher Education Review Committee. It is reasonable to assume that much of the professional development provided suffers from one or more of the following problems.

- Inservice programs are often "one-shot" workshops and not part of an ongoing commitment to program and school improvement.
- Teachers are given little chance to practise new skills and provided with little feedback on their subsequent classroom application.
- Little follow-up support, particularly from administration, is provided for implementation of new programs.
- Program content and delivery often ignore the concerns, needs, and existing skills and knowledge of participants.
- Program content seldom uses the current knowledge base of teaching and school effectiveness research.

The fundamental problem appears to be the transfer of knowledge and training from the inservice activity to the classroom. However, there are in Ontario more and more examples of inservice programs which provide follow-through, and are linked to practical application.

Additional Qualifications Courses

As we noted earlier in the Chapter, a recent survey indicated that teacher participants are satisfied with AQ courses. Among the responses to our draft position paper, however, there was considerable disagreement about the quality of AQ courses. One brief took us to task for questioning the quality, when the high level of teacher satisfaction would support the opposite conclusion. On the other hand, another submission suggested that client satisfaction may be explained mainly by the fact that AQ courses "provide a relatively fast, painless, economical, and certain way for teachers to improve their qualifications and salaries and to increase their job security". A teachers' federation response states that "information from members does not reflect this general level of satisfaction. Members expressed many concerns about AQ courses, particularly Computers in the Classroom and Special Education."

One of the underlying difficulties with AQ courses seems to be that the structure imposed by the AQ framework is not always appropriate either to the subject matter or to the professional needs of the participants. The number of hours (125) is not always suitable, nor is the three-part format for specialized programs. The AQ course, in our view, is often expected to simultaneously achieve objectives which are incompatible. COU would like courses to have more intellectual challenge and substance. Some teachers want a quick "how-to-do-it" course, others want a deeper more critical look at the subject. Inservice must meet all these needs, but they need not all be met within the AQ framework. At the moment, funding and credentialling requirements are heavily weighted toward this one form of inservice, but perhaps a continuum of inservice offerings needs to be provided in some coordinated fashion. Such a continuum would go from one-day workshops, to quick

"how-to-do-it" programs (often to address new Ministry guidelines), through to AQ courses, which would be quite substantial, and on to the more theoretical graduate-level M.Ed. courses. Incentive programs would be coordinated with such framework.

The model we recommend in Chapter 4 attempts to harness, refine, and coordinate the already existing energies and resources, to develop more integrated and coherent inservice offerings.

Teaching as a Profession

Schools as Places of Learning

As a society, our aim is that schools be places of maximum learning for students, but our concern goes farther. If teacher education is to be seen as a true continuum, what happens in schools on a day-to-day basis is obviously vital to teachers' professional development. We believe that the objective is to create schools in which teachers continue to grow in professionalism, *simply by virtue of being contributing members of the teaching staff, participating in ongoing activities as part of a professional team.* Teachers might take part in curriculum development, assume responsibilities in their schools, and have a chance to take on administrative roles if they are interested. Broadening the conception of teacher education to include such growth-producing practices is vital if the continuum is to be taken seriously. Respondents to the first version of our proposals did not disagree with the importance of school climate and daily experience in the growth of teachers, but there was some disagreement about whether such a focus should be included in an examination of teacher education. Some school boards felt this infringed on their responsibilities. There were differing views about the extent to which schools already exhibited the characteristics of a truly professional educational environment. We know that there are in Ontario many schools in which teachers work with autonomy and responsibility, and some of these schools responded to the position paper with interest and enthusiasm. We also believe that many more schools are not characterized by such professionalism, and changes here would have a significant impact on ongoing teacher education, and on the quality of learning of students.

Enhancement of the Profession

This issue can be seen as the core of many of the other issues. The profession of teaching (both in the schools and in faculties of education) needs enhancement. Faculties of education are at a disadvantage in many of their dealings within the university, while, as we have noted above, much of teachers' work in schools takes place within a bureaucratized framework that does not provide the autonomy for professional work. There is no point in preparing teachers with the latest knowledge and skills, and then sending these teachers to work in schools where they cannot use their skills. A response to the draft position paper, from one of the teachers' federations, states:

> ...There is something amiss when we have teachers who are better qualified than

at any time in Ontario's history being given guidelines and programmes which allow them less and less room for individual initiative.

It has been said that teacher education will improve in direct relationship to improvement in the status of teachers in society. If teaching is not seen as a rewarding career, it will not attract and retain first rate professionals. Teaching, for example, is a strangely "careerless" career, since little distinction is made between newcomers and others. Expert teachers tend not to receive any particular rewards (material or otherwise) that are not available to their junior or less accomplished colleagues.

Of course there are exceptional schools, and exceptional schools boards or districts, in which continuing school-based professionalism and professional development are the norm. However, teachers frequently report that they are left to their own devices, isolated, yet physically crowded; alone, yet not autonomous; powerless to affect the organization around them.

Our conception of the enhanced profession is developed in Chapters 3 and 4. The elements of this conception are extremely important because they must be effective in producing professional responsibility, continuous improvement and public accountability. This goal of enhancement is not pursued for its own sake, but as the key to providing better education for our province's children. Enhancement of the teaching profession is therefore at the heart of any substantial reform in teacher education.

Demographics: The Need for Teachers

As noted in the first version of the position paper, it is beyond the scope of our work to provide full projections concerning supply and demand for teachers in Ontario. However, proposals on teacher education make little sense without some reasonable estimates of whether, as some authorities are suggesting, we will have a teacher shortage in the 1990s. It is vital for anyone making recommendations about teacher education to come to grips with projections of teacher demand and teacher supply, because the history of teacher education in Canada shows that initiatives to make changes often are stymied because of social events affecting that balance (for instance, the post-war "baby boom"). Alberta recently established an internship program for newly qualified teachers who had not found teaching positions, but the program was cancelled with the recession. Reformers, then, can have creative plans for teacher education, but such plans could be sabotaged by sudden changes that affect either side of the supply-demand equation. An induction program would be very hard to implement if there were many teacherless classrooms for instance.

It was not within our terms of reference or time-frame to collect direct data on teacher supply and demand. We did, however, undertake to use already available data, statistics, and expert opinion, and have come to our own best estimates. This task has proved to be extraordinarily difficult, and based on the information we have, we feel able to reach only tentative projections for the 1990s.

We will first review the factors which determine both demand for teachers and the anticipated supply of qualified applicants for teaching positions[1].

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[1]The framework for the following discussion relies heavily on material generously provided by Derek Allison of the University of Western Ontario.

Demand is determined by:

- the number of pupils enrolled in school;
- withdrawals from the teaching force;
- provincial and school board educational policy.

Supply is determined by:

- the number of new graduates from faculties of education;
- the pool of qualified, but unemployed (or underemployed) teachers.

These are the factors that must be taken into account in making any prediction about a teacher shortage, or more generally, the existence and direction of any gap between supply and demand. However, if we are interested in determining more specifically whether there will be shortages or surpluses of certain kinds of teachers, we also need to project supply and demand by area of specialization, either subject area, or elementary/secondary.

Demand:

School enrolment is usually the most influential and predictable factor, as it is determined by birth rate and net immigration[2].

Educational policies usually have a less direct impact on teacher demand, although there are many exceptions to this general principle. Pupil teacher ratio, for instance, which is partially a policy decision, changes in concert with enrolment, in that as enrolment declined in the past decade, so did pupil teacher ratio. Policy changes can significantly increase or decrease demand for appropriately qualified teachers, as the current Ministry emphasis on mathematics and science will increase the demand for teachers with background in these areas. Because policy changes are often due to political considerations, they are difficult to predict in advance, as was the case with Bill 30 and Bill 82, both of which had major effects on teacher demand, but had not been anticipated in the projections. Policy changes often have unanticipated consequences (as an example, OSIS adoption seems to have resulted in decreased demand for technical teachers).

Withdrawal of teachers from the active teaching force occurs with promotions, assuming family responsibilities, change of occupation, long term illness, retirements and death. In the past, this factor has been easier to predict, and trends have been predicted accurately based on the age profile of teaching force. With early retirement schemes and other factors the situation has changed drastically, however, and this may now be the most problematical factor in the demand side of the equation. Changing retirement incentives and conditions now have a major impact, and new models have to be worked out as retirement plans change.

Other factors may have an increasing effect on teacher withdrawals. The teacher shortage in the United States is unlikely to have much impact in Ontario as long as American teacher salaries remain low, but if the calls for reform from the Holmes and Carnegie reports are heeded, American teacher salaries may increase substantially. Should this happen, some teachers employed in Ontario may move to the United States.

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[2]It is important to note that Ministry of Education projections are of enrolment in *publicly supported* schools, and were therefore influenced by the recent extension of funding to separate secondary schools. However, for our purposes in determining the need and demand for teachers, or the prospects for graduates of faculties of education, it makes little difference whether schools are publicly or privately supported.

Teacher Supply

The number of new graduates is determined by enrolment in faculties of education. For the past number of years, there have been several applicants for each position. Even if the number of applicants dropped significantly, the number of students enrolled in the faculties would likely remain the same, even though the selection ratio would change. No faculties are planning to reduce enrolment, nor do there seem to be any plans to restrict numbers.

The pool of qualified teachers not employed as full time teachers is difficult to estimate, and it is also difficult to predict how long people stay in this pool. If new graduates do not get teaching jobs, how long will they stay available before they seek other employment? The size of the pool varies, as people are drawn out to fill full time teaching positions, but may be replaced by new graduates.

Available data

For a topic as crucial to educational planning as this one, one cannot help but be struck by the extraordinary difficulty of gathering reliable data which would allow reasonable estimates to be made. Although no one is predicting a teacher shortage of crisis proportions, there are many in the educational community, from faculties of education, federations and other organizations, who speak of the "1990s teacher shortage". Our attempts to evaluate this projection have met with continued frustration. In our assessment, any talk of future teacher shortage is useless unless it is accompanied by a careful examination of the assumptions and entire sets of data available, including acknowledgement of the gaps in our knowledge.

There are many groups with access to some of the information needed to assess teacher supply and demand, but in our experience, the groups do not work together . On the contrary, there is a distinct lack of coordination and cooperation, with each group being somewhat cautious, indeed almost territorial, about sharing information. It appears that groups have shared information in the past, then felt it was misused, or used to support unjustified conclusions. Such experiences have now led to a situation in which the Ministry, the teachers' federations, and other organizations, all have some data, but no one is responsible for examining carefully factors such as the assumptions made, definitions of terms, or discrepancies from one data source to another. There is no sharing, no critical examination carried out by a group of interested parties working together to shed light on a issue that concerns them all. Instead, isolated statisticians try to develop projections based on data they know to be limited, and then understandably are reluctant to commit themselves to the incomplete conclusions that result[3].

In our view, the paramount need is for an agency to take responsibility for coordinating the collection and examination of all data relevant to teacher supply and demand, and for all parties to share information on a "no-risk" basis; in other words, to set aside their cautious territorial concerns and work together on a common purpose.

The difficulties we encountered prevent us from being confident about own own projections: the data are incomplete, with several serious gaps. However, on the basis of the information available to us, we have reached some tentative conclusions. The projected

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[3]It is difficult to provide referenced evidence for this analysis since the people who spoke to us were reluctant to allow us to give sources or list data without their having control over what was said in the report. This, we believe, is another symptom of the underlying problem.

retirement patterns are subject to continual adjustment as older teachers re-assess new incentives for early retirement. Still, it seems clear that considerable numbers of new teachers will be needed in the next ten to fifteen years to replace retirees. Available data indicate that supplies of newly qualified graduates and the pool of available teachers will be sufficient to fill most of these positions. We see no evidence of a serious teacher shortage in the 1990s, but there may be shortages in specific subject areas or areas of specialization. As an instance, the additive effect of the Ministry emphasis on mathematics and science, together with a low number of mathematics and science specialists entering faculties of education, have already led to shortages in these areas.

Enrolment data available at the time of writing shows that a projected increase in elementary school enrolment is somewhat offset by a projected decrease in secondary school enrolment [4]. Ministry projections of requirements for teachers over the next years [5], taking into account projected retirements and the number of teaching positions required, suggest that there will be an increase in the number of teaching positions, but do not provide evidence for a real shortage of teachers. The same document, in calculating the faculty of education enrolment necessary to fill the anticipated positions, finds that the annual enrolment in faculties would need to be approximately 1700 to 2000, with some variation from year to year. Data from the faculties of education suggest that current enrolment is unlikely to change, which would mean that approximately 3500 students would graduate each year. If these projections are correct, there should be no shortage of new graduates to meet the anticipated demand.

From the point of view of those responsible for teacher education, an increase in the number of available positions represents an opportunity to establish new approaches to teacher education, which do not focus only on preservice, but rather address the entire continuum, including induction. A number of specific issues need further investigation, issues such as the implications of Bill 30, the need for francophone teachers and faculty members, male/female distributions in the teaching and administrative ranks, and the need for cultural minority teachers at both the school and university levels. Finally, there is the matter of how to prepare teachers for the future, teachers able to respond appropriately to societal conditions in the twenty-first century.

The Strategic Planning Task Group, a joint venture of MCU and MOE, grew out of the growing awareness of the changes in Ontario society, and the need to monitor and assess such changes from a broad perspective. In order to provide leadership and vision, the educational system must be based not only on an understanding of what society is, but also of what it may become.

Therefore, in addition to demographic information relating to the numbers of teachers required in the coming decades, we must do our best to grapple with the issue of what *kinds* of teachers will be needed. We need to know about changes in technology, about changes in the structures and values of society, and we need to understand how such changes will impact on the educational system in general, and on teaching in particular. It has been pointed out, for instance, that the rate of knowledge expansion has increased so dramatically that the total store of information in the world now doubles every few years. In such circumstances, the goals of the educational system must surely change, or we risk being left behind as the world changes.

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[4] Ontario Elementary and Secondary School Enrolment Projections, 1986-1995

[5] Projections of Enrolment in Ontario Teacher Education Institutions, 1987-1996

A look at some of the "futures" documents leaves no doubt of the importance of strategic planning, to ensure that detailed educational plans do not turn out to be irrelevant or misdirected. We should plan for particular types of teachers based on discernible trends. However, such documents also reveal differences in projections, and suggest that society must be prepared for the unexpected. Unknown future possibilities are endemic to complex societies. In light of this we have opted in our proposals for a model which stresses adaptability more than predictability. In teacher education, this means providing induction programs in the early years of teaching, which are adaptable to special local needs and to provincial trends. In general, it means taking seriously the notion of the career-long continuum, and building in mechanisms for ensuring that teachers can continually learn what they need to know to meet the ever-changing needs of their students and of the communities from which they come.

Cross Cutting Issues

Fragmentation/Coordination and Governance

We have already made the point that teacher education in Ontario has many positive features: high-calibre candidates, a range of program offerings in both preservice and inservice, with the involvement of many groups ranging from faculties to federations, with boards and Ministries also participating. However, the high level of activity and diversity appears to us not to be as effective as it might be, partly because it is not linked to any overriding conception of what it means to be a professional teacher, nor are the programs linked in a systematic way that builds on successive experiences. Although there are pockets of collaborative professionalism in Ontario teacher education (for instance, in the development and delivery of some AQ courses, or the operation of some preservice practicum programs), in general we were not aware of much coordination across the teacher education spectrum. Moreover, inservice courses without built-in mechanisms for follow-through and action are known to have limited lasting effects.

We noted earlier in the report that the professional experience of teachers in Ontario, far from being a continuum, is somewhat disjointed, with abrupt transitions from preservice to the early teaching years. We also noted that there appears to be considerable duplication of effort with the provision of inservice offerings, particularly with a variety of agencies involved. In the course of our data gathering, we noted that information about unusual or innovative faculty programs was not readily available, and yet such information would be valuable for those responsible for initiating and developing preservice curriculum.

We believe that there needs to be a framework for sharing information, for coordinating the range of programs across the teacher education continuum, for encouraging and facilitating collaboration among the interested parties (faculties, school boards, ministry groups, federations), and for sponsoring related professional development initiatives, as demanded by policy, across the province. The issue here is how to set up such a framework without simply adding to the bureaucracy.

Related to this is the complicated matter of which ministry master to serve, the Ministry of Colleges and Universities, or the Ministry of Education. Currently, the teacher education

function is administered through a joint inter-ministry committee, an arrangement which is not satisfactory to either party.

Francophone Teacher Needs

The history of Franco-Ontarian teacher education, although in some ways parallel to that for anglophones, must always be viewed within the context of teaching in a minority situation. Francophone teacher education, initially controlled by the religious orders of the Catholic church, became increasingly secularized as changes took place in both education and religion. It is not clear how recent events, notably the passage of Bill 30 and Bill 75, will affect the relationship between religion and the Franco-Ontarian educational system, but there are certain to be more changes in the future. Franco-Ontarian communities have been affected by both geographical and cultural isolation, a situation which has influenced teacher education along with other institutions, creating different needs and concerns. Perhaps of greater importance, Franco-Ontarian education has long been characterized by a sense of linguistic and cultural mission, a mission which is continually redefined as the community changes, but which has always created specific demands on teaching practice.

Francophone teachers are often a minority within anglophone boards. In addition, there are limited numbers of AQ and position of responsibility courses offered in French. Both of these factors are sources of concern with regard to the inservice training of francophone teachers.

In the preservice and graduate areas, the limited number of programs available has severely restricted the potential for development of highly-qualified francophone cohorts, familiar with the special role of the teacher in the Franco-Ontarian minority context. For this reason, importing professors and teachers from French majority areas (e.g., Quebec) is not an entirely satisfactory solution.

There has been wide support for offering a program for the training of secondary school teachers at the Faculty of Education at Laurentian University. The question of governance and co-ordination of courses, both preservice and inservice, between the francophone sector at Ottawa and Laurentian also needs rethinking.

The Ontario Institute for Studies in Education also intends to play a greater role in francophone inservice and graduate-level training.

Program Review

The preservice programs in faculties of education are currently reviewed on a cyclical basis (approximately every five years) as part of the written agreement between the Minister of Education and each university. In some cases reviews have produced long lists of recommendations. We could find no evidence of mechanisms for follow-through, and consequently no planning and action connecting one review to the next. In addition,

university curriculum committees approve new courses, and review faculty plans on an annual basis. Fuller reviews are usually conducted at the end of the term of each dean in preparation for the next term.

Reviews of the Additional Qualifications courses are conducted somewhat differently, in that review teams, consisting of representatives of the faculty, the Ministry of Education, and teachers' federations, work together to discuss the courses, and make recommendations. There seems to be a considerable degree of professional co-operation involved, but questions have been raised about rigour, and about consistency of criteria.

Program reviews seem to be limited either because they have no power and/or because there is no constructive means for acting on problems. Any recommendation for reform should strengthen reviews on both these dimensions. New reviews will have to be established for induction and inservice programs. Professionally based performance appraisal systems should also figure prominently in new evaluation systems designed to stimulate and support further development.

Finally, related to the question of program review is the evaluation and related information on faculty of education students and graduates. The Council of Universities (COU) submission laments the absence of any statistics on failure rates in either the preservice or AQ courses. The larger issue in our view is the need to develop the habit both institutionally and provincially to gather, generate and consider data on the impact of teacher education programs. One can think of at least two broad purposes of teacher education. The first is to determine, hopefully sooner than later, a person's suitability for teaching as a career; the other is to develop a teacher's progressive mastery over the content and methods of teaching. Achievement of such purposes is difficult to measure, but this is all the more reason for working on the problem, by incorporating questions of impact into program reviews, and into research or evaluation projects.

Special Issues

There are many social issues about which teachers must be informed in order to respond appropriately to the needs of students and of the school community. Among the issues are: multiculturalism, race relations, sex-role stereotyping, needs of the Native community, English as a second language, French as a second language, and special education. These are issues that all teachers must address in their classroom behavior and thinking, if they are to deal adequately with Ontario's society in the late 1980s and 1990s. For teachers planning to work in a particular geographical area, specific issues are even more crucial.

In addressing the question of how teachers are to be prepared for dealing with all these issues, the tendency has been to create pressures on faculties of education to add more and more to their preservice programs to meet emerging needs. In addition, of course, AQ courses are often provided for experienced teachers, and boards provide inservice professional development workshops as well. Nevertheless, concern is always expressed that preservice student teachers be provided with courses in many of these areas.

What has been missing is a framework for considering where in a teacher's career such learning should occur, or what is reasonable for each stage in the professional continuum. Once the faculties are freed from the idea that in a one-year program they are to produce

fully competent functioning teachers, it is possible to decide whether a topic is best introduced at the preservice, induction or inservice stage, and if it is to be introduced in the preservice, how it can be further developed at each subsequent stage.

Some of the themes brought to our attention call for special comment. These are religious education, special education, concerns about early childhood and primary education, teacher education in relation to private schools, the role of technical and industrial arts teachers, and the needs of native people.

- *Religious Education:* With the extension of funding to Roman Catholic secondary schools, the question of religious education has taken on added prominence. OTF raises the question of how religious education should be accommodated, and wonders how the extension of funding will affect teacher education. OECTA believes that religious education should be compulsory for all students intending to teach in the separate school system, and urges that religious education courses be seen as central to the program, not peripheral. This emphasis would have implications for scheduling, room assignments, and other practical matters. Discussion of this issue must focus on accommodating diverse needs within faculties of education, and on determining appropriate objectives in the area of religious education for each stage in the preservice - induction - inservice continuum.

- *Special Education:* Following the implementation of Bill 82, teachers are more likely to find children in their classes who have been identified as exceptional in some way. All teachers should understand the needs of exceptional learners. Again, it is important to set reasonable objectives for teachers at different points on the professional continuum. (We are speaking here of regular classroom teachers, not special education teachers.) Novice teachers can be expected to demonstrate basic teaching skills, with awareness and some skill in adapting an approach to meet individual needs, but they cannot be expected to deal effectively with a wide range of students who have unusual and special needs. In the context of induction and inservice training, teachers will extend this knowledge and skill in the special education area.

  A paper prepared by OAEAO and OTF has made a variety of recommendations concerning special education preservice and inservice training for classroom teachers in both the elementary and secondary panels (Teacher Education for Special Education, 1983).

- *Early Childhood and Primary Education:* The publication of the Early Primary Education Project report in 1985 was seen as an important step towards giving greater priority to the needs of young children. A Centre for Primary and Junior Education has now been established in the Ministry of Education. People active in the early primary area are hoping for further developments relevant to the education of young children, perhaps following up on some of the recommendations in the EPEP report. Many of the issues have to do with teacher education and certification. Several of the submissions to our initial draft of the position paper expressed concern that our use of the term "school-aged child" seemed to exclude the very young child. With increased emphasis on the needs of young children, wide-ranging proposals concerning the educational system should extend the notion of the "school-aged child" to include those younger than kindergarten age.

  A particular concern has to do with the status of the early childhood education

programs in the 22 colleges of applied arts and technology. College staff believe the educational community tends to ignore the resources they can offer for the the preparation of teachers of young children. They believe that faculties and schools could learn much from observing how students are selected, how their programs are structured, how students are counselled on an ongoing basis concerning their work, and how theory and practice are interrelated. Several co-operative arrangements have been developed between faculties of education and nearby colleges, a model that might be a prototype for other such arrangements in the future. We particularly emphasize, not only for Early Childhood programs, the desirability for post secondary institutions to develop collaborative programs with each other and with local school boards.

- *Certification/Preparation for Private/Independent Schools:* This is an issue addressed by the Commission on Private Schools in Ontario, and also by two submissions to the researchers. The Commission pointed out:

> *.....only persons holding the OTC may teach in the public schools of the province. There are, however, no provincial standards for teachers in private schools and, in the actual case, there is a wide variation in the qualifications of these teachers. ....This variation is not unexpected given the divergent philosophies of certain private schools.....the Commission does not believe that it would be appropriate to insist on the same and relatively high OTC standard for all schools since there is no clear evidence that teacher certification is always necessary to the student acquisition of the understandings and skills necessary to good citizenship. Further, the Commission is aware that no amount of qualification can absolutely ensure a high level of teacher performance (Shapiro, p. 42).*

The Commission went on to make recommendations that all elementary and secondary school programs in Ontario be offered by qualified teachers and that the term "qualified teachers" be defined somewhat differently for those teaching in private and independent schools.

- *Certification for technical and industrial arts teachers*: These teacher categories have similar, but by no means identical, problems with certification requirements. The requirements themselves are not always appropriate for such teachers, and furthermore, current training and upgrading courses are perceived, in the words of one respondent, as "incoherent, not always suitable and not well organized". Ordinary university courses do not meet the needs of technical teachers, but there are many relevant courses available through industry, and through the Colleges of Applied Arts and Technology. For programs equivalent to university courses in rigour and classroom time, it seems reasonable to develop mechanisms by which such courses could be accredited. This already occurs in that a person may be certified in the technology based on the secondary school graduation diploma or its equivalent plus five years of relevant experience or an appropriate combination of relevant course work and experience. Briefer or less rigorous programs might also be of value to teachers who wanted an update or an introduction to a new area. Figures on projected retirements suggest a particularly high retirement rate among technical teachers over the next ten years[6], which may make

[6]Data provided by The Ontario Secondary School Teachers' Federation

further resolution of the certification issue more pressing. We also suggest that one of the best ways to upgrade technical and industrial arts, might be through cooperative programs involving a faculty of education, a community college, one or more school boards, and where appropriate, business or industry.

- *Needs of native people*: Mention was made earlier in the report of the native education programs at Lakehead and at Nipissing, but concerns have been expressed by the native community about the shortage of qualified Cree and Objibway teachers. It has been suggested that community-based teacher training or apprenticeship programs for native people would help considerably with the shortage, and would also provide more opportunities for native people interested in teaching.

It is difficult for us, as authors of the position paper, to make decisions about these outstanding issues, but the bodies responsible for teacher education and certification must deal with them in the next few years.

As far as the social issues are concerned, such as multi-culturalism, race relations/racism, and needs of native communities, these are issues that teachers must deal with on an ongoing basis in their classrooms. As suggested above, our view is that in the preservice program, students should be introduced to these topics, but that it is unrealistic to think that in a few short months, they can not only master fundamental teaching skills, but also learn how to deal effectively with all these matters. The gist of our approach would be to have young teachers deal with these issues in an induction program, in other words, to "push forward" these parts of the curriculum. Learning would take place in the school setting, under the guidance of a mentor teacher. However, there are exceptions. If, in the preservice year, a student has decided to teach in an environment where knowledge of one of these areas is vital, then different provisions should be made. Students who plan on teaching in native communities, for instance, would be given opportunities to learn about native concerns, culture and needs, before moving into the community.

Conclusion

We have identified issues in teacher education that seem to require some resolution, and have provided a sense of what is problematic with each. However, it is difficult on an ad hoc basis to make recommendations about so many disparate yet interrelated issues. What is required is a conceptual framework, a vision of teaching and teacher education, within which the issues can be considered. Such a conceptual framework will be presented in the next chapter, and will lead to a systematic set of recommendations in Chapter 4, which will incorporate the themes described in this chapter.

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CHAPTER 3

On Being and Becoming a Teacher

A transition from what is to the way we should be

We have weighed the opinions and views of those who have a special interest in teacher education in Ontario. Many worthwhile proposals were made to us, and many thoughtful reactions were given to the publicly circulated draft of this position paper. We have read and carefully considered these proposals and reactions, and have incorporated many ideas recommended to us. It is impossible, in a paper such as this, to properly reflect everyone's ideas. On almost all points, conflicting views and recommendations from different parts of the educational community exist. We have threaded our way through this diverse body of opinion by holding on to the vision of 'being and becoming' a teacher outlined in this chapter.

We have also read widely on the state of teacher education in other parts of the country and in selected English-speaking countries outside our borders. When we completed the draft position paper in January 1987, we wrote that "Our overall sense is that there is more feeling of urgency elsewhere about the need to reform teacher education than exists here in Ontario." While we still sense the truth of that statement, the number and intensity of reactions to the draft report lead us to the view that there is a strong base of support for change in teacher education. Some, following certain reports and disclosures of public dissatisfaction with education, think we face a crisis. Ontarians are not, however, panicked in the way that some reports would lead us to believe is the case in the United States. But they do believe that reform is needed and they do believe that now is the time to do it. We share this view, and we believe that there is a degree of urgency.

The various proposals made to us do not add up to a comprehensive framework for reform. We believe it is important to have such a framework, particularly when we urge major reforms, as we do in this report. This chapter is the bridge from the issues in Chapter 2 to the recommendations in Chapter 4. It is, in many ways, the passport from goodness to greatness in teacher education. Our purpose, therefore, is to lay out as clearly as possible the starting points and assumptions which underpin the proposed reforms. We offer a perspective on teacher education consisting of a set of five assumptions having to do with the nature of theory and practice; the relationship of the quality of schooling to the quality of teacher education; the question of what it is to be knowledgeable as teachers; what it means to be a teacher; and the teacher as professional in the career-long continuum of teacher education.

Our central notion is that a vision of teacher education must continually be shaped by its purpose, which is the education of children. We believe that quality education for our children requires a teaching force which is viewed as a profession consisting of individuals who make judgements about teaching and learning, who are granted the authority to carry forward the consequences of their judgements, and who are responsible for their own continuing education. Because we believe teachers are not now treated as professionals and that schools are primarily bureaucratic rather than professional places of work, we have written a section titled "Schools as Places of Work and Learning: A Time for Change." In this section we develop our idea of what it means to be a professional and we describe the school conditions which inhibit and foster this professionalism. We conclude with the view that the starting point for reforming teacher education should be plans and proposals which change the school from a bureaucratic workplace into one for profes-

sionals. But it is not the professional for which the school is designed. Rather, we need professionals because only the best educated, professionally minded, people, working under conditions that foster the highest quality teaching, can best serve children. Such a reform should be the starting point, we claim, for imagining and establishing appropriate relationships with other institutions. The detailed proposals of this report are presented in Chapter 4, titled "Reshaping Teacher Education."

A Perspective on Teacher Education

Components of a vision

> *Can we find ourselves a position between, on the one hand, a methodological fanaticism which would forbid us to understand anything besides the method we provide, and, on the other, a feeble eclecticism which would exhaust itself in inglorious compromise (Ricoeuer).*

Diverse, imaginative proposals, plans and scenarios abound on what it is "to be and become a teacher". Exciting possibilities are found in discussions of clinical teachers, lighthouse schools, experiential knowledge, internship, reflective practice, induction periods, personal and practical knowledge, mentor teachers, and expert teachers. Many sound, practical, possibilities are outlined in the briefs received by us. There is also a rich, albeit recent, theoretical literature on the nature of teachers, teaching, teacher education, learning and professionalism.

While it is rewarding to consider these various ideas and practices, it is impossible to hold them all in mind as equally valuable since there are sharp divisions in principle among them. Behaviorists rail at the experientialists, critical theorists condemn the psychologists for their technology of the expert teacher, phenomenologists stress knowledge (both personal and practical) and the teacher's life-world, while decrying the bureaucratic face of schooling and of teacher education. Like everyone else, we must choose to take a stand in order to make recommendations. We cannot hide behind mere relativism and offer an "eclecticism" that says either "Do it all" or "Do whatever you want, it's all the same". We must take a stand. But it must be one filled with practical potential, not one of "methodological fanaticism".

It is important both to ourselves as authors and to you, our readers, to understand the personal outlooks that govern this report. Some critics of our first draft argued that the evidence for certain proposals was missing. We are, of course, guided by the research literature. But nothing, or virtually nothing, in teacher education must be done because of the research findings alone. On the contrary, if one only took action when research evidence clearly pointed the way, virtually no education would be done at any level. Instead, in order to make recommendations we need to establish a perspective which identifies certain preferred outlooks and points of view, to say why they are valued, and then to do some creative thinking of educational possibilities. That is the burden of this section of the report, and the character of the report as a whole. Research has not been ignored. The authors have probably read as much relevant research as any two other persons concerned with teacher education. On another but related matter, some critics of the first draft complained that certain quotes from American sources were inappropriate because the situation in Ontario is 'different'. We think this is a red herring. We have made clear in this report what we think are some of the major differences. The main point, however, is that the core issues in the report arise from the concerns of stakeholders and other interested parties in Ontario. The ideas that inform research and give it meaning are what make the difference for teacher education. To the best of our ability, therefore, we have tried to make the position paper an idea paper. A research review paper would

have a very different character. Examples are found in the teacher education review committee files since several research papers were commissioned as background for this position paper.

The following sections sketch five assumptions that serve as starting points in our thinking about what might be in teacher education in Ontario. **The five assumptions add up to a personal-social perspective on schooling and teacher education which leads us to the view that Ontario teacher education needs fundamental reform. The needed reform is more one of perspective on teaching and teacher education than it is on the details of its practice.** Many scenarios would fulfill the image of teacher education implicit in the perspective. Within this perspective we believe there is great scope for faculties, universities, boards of education and teaching associations to launch imaginative alternative experimental programs of teacher education. **Indeed, we anticipate that one of the outcomes of this position paper will be an experimental attitude towards teacher education at all levels - government, universities, federations, boards of education, TVOntario, and Colleges of Applied Arts and Technology, and other interested parties.** The five assumptions on which we build this perspective are described below under the headings of:

- Theory and Practice,
- Quality of Schooling and Quality of Teacher Education
- Knowledge and Knowing
- What Does It Mean to Be a Teacher
- The Teacher as a Professional and the Lifelong Continuum

It was the best of times, it was the worst of times, it was the age of wisdom, it was the age of foolishness, it was the epoch of belief, it was the epoch of incredulity, it was the season of Light, it was the season of Darkness, it was the spring of hope, it was the winter of despair, we had everything before us, we had nothing before us, we were all going direct to Heaven, we were all going direct the other way – in short, the period was so far like the present period, that some of its noisiest authorities insisted on its being received, for good or for evil, in the superlative degree of comparison only (Charles Dickens, *A Tale of Two Cities*).

Theory and Practice

The most general, and most important, terms governing this report are theory and practice. Our basic belief about teacher education is that scenarios must be constructed in which theory and practice are clearly interwoven. We do not mean by this only that theory be applied to practice. We mean even more that practice be applied to theory. Theory and practice need to be interwoven in such a way that neither has absolute priority.

I shall assume without argument that adequate professional instruction of teachers is not exclusively theoretical, but involves a certain amount of practical work. The primary question as to the latter is the aim with which it shall be conducted. Two controlling purposes may be entertained so different from each other as radically to alter the amount, conditions, and methods of practice work. On one hand, we may carry on the practical work with the object of giving teachers in training working command of the necessary tools of their profession; control of the technique of class instruction and management; skill and proficiency in the

> *work of teaching. With this aim in view, practice work is, as far as it goes, of the nature of apprenticeship. On the other hand, we may propose to use practice work as an instrument in making real and vital theoretical instruction; the knowledge of subject-matter and of principles of education. This is the laboratory point of view.*
>
> *The contrast between the two points of view is obvious; and the two aims together give the limiting terms within which all practice work falls* (Dewey, p. 9).

Teacher education scenarios that are merely practical are routine, dull, and mind-stifling. Programs that are merely theoretical are abstract, irrelevant and meaningless. Lively interactions of theory and practice are needed. Habits of mind need to be developed in which teachers and teacher educators are always searching for deeper reasons behind successful practices, and in which plans are developed and tried out for new ideas.

We stress this theme because most people's idea of a good program is one where theory is applied to practice. We believe, with many others in teacher education, that the "theory applications" view is ultimately more than a benign view, it is a harmful one (Hunt, 1987). Some, for instance, believe there is such a thing as an "expert teacher" whose characteristics may be identified and the description applied as a model for training teachers.

> *Approaches in which teachers were told what to do, although perhaps effective in changing some teacher behaviours, do not acknowledge the rationality of teachers and place the researchers in an undeservedly superior position in which teachers are not able to assess the worth of what they were being told* (Floden).

To do as the proponents of the "expert teacher" approach wish is to turn teacher education into a technology of applied science, and elevate the so-called holders of knowledge, the researchers, government officials, administrators and others, into positions of mastery. Such a development we believe is harmful to the teaching profession.

Teachers must be in control of their knowledge. They need to be viewed as knowledgeable about teaching situations. This does not mean that individual teachers can do what they want, or that teachers would not be active, critical consumers of the best knowledge and techniques of applied educational science.

When we think of theory and practice, we think of the obvious things such as the relation of liberal arts and science courses to professional courses, the relation of professional courses to the practicum, the relation of the practicum to teaching and all other curricular matters commonly understood to bear on theory and practice. More important, we think of the notion of theory and practice as concepts to think about with respect to individual teachers. **The ultimate question is not whether theory and practice are blended in some sort of abstract procedural fashion in a program for teachers, but that teachers and teachers-in-training experience the worlds of theory and practice in an interconnected way.**

> *There are a thousand ingenious ways in which commands on what and how to teach can and will, and must be modified or circumvented in the actual moments of teaching. Teachers practice an art. The moments of choice of what to do, how to do it, and with whom and at what pace, arise hundreds of times a school day, and arise differently each day in almost every group of students. No command or instruction can be so formulated as to control that kind of artistic judgement and behavior, with its demand for frequent, instant choices of ways to meet an ever varying situation.* (Schwab, p. 245).

One of the great difficulties in teacher education is what passes as theory. That is, the question of what is actually meant by theory. What is referred to as "irrelevant" is often no theory at all (just because something is impractical or not understandable does not mean that it is theory). Theory and practice should become interconnected in the minds of teachers. The mental test for us of whether theory and practice interact, with neither assuming priority, is not in the logical structure of teacher education programming, but in personal experience as reported and understood by teachers. The question for teacher educators is whether what they do in the name of teacher education contributes to a unity of theory and practice in the minds and practices of individual student teachers and teachers.

We think as well that this same question needs to be asked by teacher educators of themselves. An important set of recommendations in this report has to do with the kinds of people who teach teachers; the question of theory and practice applies as much to them, and to their theoretical and practical lives, as it does to their students.

Quality of Schooling and the Quality of Teacher Education

When we ask ourselves why we should be concerned with the quality of teacher education, it is clear that our answer must be given in terms of the quality of schooling. Our review of the forces for change in teacher education shows that the single most important way of reforming schools, more important than curriculum, more important than management and administration, more important than structure, is the enhancement of the character of the teaching force and the conditions under which they work.

The most important question in teacher education has to do with what conditions of schooling are most enhancing of teachers' work and students' learning. It is teachers, above all, who are responsible for the quality of our childrens' formal education. The workplace is the key, and we will argue that it is currently a workplace designed for people of a different age and for ideas of management and control no longer suitable. Think of this anomaly: in most school boards, the best working conditions are created for those in central offices furthest from the students.

Knowledge and Knowing

Ultimately, education of any sort, and certainly that of teachers, comes to a question of what it means to know. Given our views on theory and practice, it is clear that we think of knowledge as having theoretical and practical components. There are theoretical ideas of subjects taught, of psychology, of professionalism, and of teaching. There is practical knowledge, won by experience, of how and what to do in certain teaching situations. Teachers build routines for class management, adopt and create rules and principles for encouraging student thought, and elaborate methods for units of study.

> *Teachers exhibit wide-ranging knowledge which grows as experience increases. This knowledge encompasses first-hand experience of students learning styles, interests, needs, strengths and difficulties, and a repertoire of instructional techniques and classroom management skills. The teacher knows the social structure of the school and what it requires of teacher and student for survival and for success; she knows the community of which the school is a part, and has a sense of what it will and not accept. This experiential knowledge is informed by the teacher's theoretical knowledge of subject matter, and of areas such as child development, learning and social theory. All of these kinds of knowledge, as integrated by the individual teacher in terms of personal values and beliefs and as*

oriented to her practical situation, will be referred to here as 'practical knowledge' (Elbaz, p. 5).

These various theoretical and practical fields of knowledge become embodied and unified within a teacher. As such, this is a personal kind of knowledge, a knowledge that is no longer only objective, as is knowledge housed in textbooks or computers. Nor is it a knowledge which is only subjective, as is an individual's whims and fancies. For want of a better term, this personal knowledge is intrasubjective. It is a knowledge of educational situations as held by a particular person with a particular life history. Important parts of this knowledge are shared by teachers as professional knowledge. It is a knowledge of children and of self, colored by emotion, built on aesthetics and functioning morally. After all, this is how any one of us may be said to know anything in a practical sphere. None of us acts as an objective machine applying and working with the theoretical and practical rules and principles known to us. Instead, as the philosopher Bridgman says, "we do our damndest" with our current resources, and that includes everything theoretical, practical, personal, social, emotional, aesthetic and moral, that we hold in our personal bank of experience. The goal of teacher education is to enhance constantly and progressively this personal knowledge through opportunities for reflective practice, through access to the practices of other skilled teaches, and through involvement in and exposure to research and other forms of inquiry.

The significance of this understanding of the nature of knowledge is that in teacher education we must go beyond the elaboration of theoretical principles and rules of teaching and beyond the practical descriptors of action found in statements of skills, habits and routines. **We must move to ways of thinking, and to plans and programs, by which teachers may reflect on themselves as knowing, teaching, beings.** The question for teacher education is how this personal practical knowledge may be enhanced to strengthen the teachers' professionalism. To take this notion of knowledge seriously is to pay close attention to innovative programs of reflection and inquiry scattered across the country.

Sound professional development depends also on access to and experience with the best of effective educational practices. Professional development must therefore, provide continuous opportunity to develop necessary skills and competencies, and to reflect, discuss and assess with other knowledgeable professionals the value of particular educational practices. Note that our conception of professionalism has both personal and collective dimensions.

What Does it Mean to be a Teacher: Narrative, Knowledge and the Continuum

One way of developing an idea of teacher education which focusses on knowledge and knowing on a continuum is to focus on the life stories or narratives of teachers. "On becoming a teacher" is a matter of personal narrative. Everyone has a life story which makes them unique, and everyone has goals, aspirations and directions which are essential to an understanding of them as teachers. All of us, not only teachers, are what we are because of where we have been and where we are going. We cannot ask ourselves "what does it mean to be a teacher" without asking where we are headed and where we have been.

Too often in our thinking about teacher education we try to manufacture an artwork. We have an image of the ideal teacher, and we try to shape one through our teacher education programs. There is a thing, the ideal teacher, to be trained and educated by the proper methods and knowledge. This view is not helpful in understanding and planning for a continuum of teacher education. We need, instead, images and views of teacher education

which conceive of teachers on a narrative life stream. Instead of trying to "make" a good teacher through teacher education, as one might make a sculpture, we need to do as John Dewey suggested, and think of teachers as learners. When we do this we work with their lives, with their cultural and home background, and we do it in terms of their own particular strengths, outlooks, images and points of view. The consequences of this narrative view of "being and becoming a teacher" are significant because teacher educators orient their programs to their student teachers' life stories. And this means that effort must be given to having each student teacher think through the educational story of his or her own life. When they do this they are in a better position to understand the life stories of the students in their own classrooms.

> *A narrative perspective detechnicalizes the study of education and links it with other aspects of the study of human experience. It has potential for freeing education from the language of the technical, for insuring that understandings link with fundamental qualities of human experience; and for establishing bonds in method between education and other fields of human endeavour (Clandinin, p. 2)*

The process of teachers as learners, it should be understood, does not occur in isolation. There are several routes to reflective practice. Examining the latest research knowledge, participating in applied research, observing effective practices being carried out in other classrooms, trying out curriculum produced elsewhere – all can be valuable if they are part of a process of professional interaction, action and reflection.

The Teacher as Professional and the Lifelong Continuum

One of the assumptions we make about teacher education is that it is a matter of life-long learning. We extend the idea of teacher education backwards in time from the faculty of education to include teachers' general education and social origins. As is well known, these origins are critical to the quality not only of the teaching profession but of teacher educators. We also extend the notion forward to include induction practices, apprenticeship years, and continuing professional development throughout a teacher's career. Partly for this reason, we are able to build our recommendations for teacher education on our ideas of schooling and of schools as workplaces for professional performance.

What we imagine might happen in teacher education programs follows from our understanding of schooling as a workplace. And this, in turn, follows from our assumption that quality education for students depends upon professional teachers in a professional environment. This is the source of our views and recommendations on such matters as preservice curriculum, administrative structure and board management.

Many writers on teachers and teacher education have long held the view that teaching is a profession comparable in principle to the traditional professions. But, in practice, teachers have been treated as bureaucrats, not professionals, and managerial and administrative structures and personnel have evolved around the bureaucratic notion. There was a time when this practical denial of the professionalism of teaching was warranted; a time when teachers had few or no credentials and were mostly transient. But this is no longer the case. The profession is filled with those who have doctorates and master's degrees, and the bachelor's degree is the norm.

To achieve the highest intellectual aims of schooling, and to create the forms of literacy our best writers imagine for our schools, we need teachers for whom the transmission of knowledge and culture is the foundation on which they build, not the end to which they strive.

We need teachers who are reflective, critical and inquiring. We need teachers who are comfortable with problems and for whom genuine discussion and inquiry with students is valued. We need teachers who eagerly seek problem solving ideas and practices with other professionals. We need teachers for whom didactics is basic and evocation the life blood; that is, teachers for whom the transmission of knowledge and culture is the backdrop to evoking inquiry and imagination in students. **We need teachers for whom the science and technology of teaching are continually developing, and for whom the job is fundamentally an art which they study, reflect on, and refine throughout their careers.** This development is a requirement, a necessity, if we are to achieve the higher goals of education publicly promoted by government and theoretically defended by writers on literacy and the purposes of schooling. Teachers need to be people who are in the habit of doing what professionals everywhere do, which is to make the best of the situations in which they find themselves by drawing on their own and each other's resources. **We need to trust our teachers in the same way we trust our lawyers, doctors and architects, no more, no less.**

We can briefly sum up our main points by taking up the questions of "what is a fully functioning effective teacher," "what kinds of training and experiences are likely to encourage the development of such a person," and "what do the responses to these questions suggest for the concept of the teacher as a professional, and teaching as a profession."

Without getting into a textbook definition, the fully functioning teacher is one who can manage the complex social system of the classroom and diagnose in comprehensive ways the cognitive and social needs of students as individuals situated in their home and school contexts, and who continually monitors and tries to improve the nature and effectiveness of the learning experiences of their students. Such teachers have command over subject matter, have built up a repertoire, and continually seek the best of sound educational practices. They value and insist on interacting with professional colleagues inside and outside the school in identifying and acting on problems at the classroom and school level. Such teachers are reflective and critical in a way in which curiosity about promising new ideas and ways of teaching becomes second nature. The goal is to become a confident, but not closed, *authority* on matters of practice and policy in the profession.

Fully functioning teachers are sophisticated effective professionals. They get that way in the manner that most sophisticated professionals do. This is where new conceptions of the continuum come in. Selection is the first step, followed by training introducing the novice to the best knowledge and the best practices. The beginning teacher is deliberately exposed to experienced practitioners in an apprentice relationship; the goal is to instill and reinforce the belief that dialogue on problems of professional practice is a career-long proposition. Access to new ideas and the continual development of skills through professional development are essential features of this process. It is clear that in addition to preservice, the first five to ten years on the job are crucial for establishing a foundation.

The concepts of the professional and the profession are extremely important because they must incorporate professional autonomy as well as public and professional accountability. The conception we have in mind is the notion of *interactive professionalism*. At the "up-close level", we see teachers and other support staff as small groups of professionals interacting frequently in the course of planning, testing new ideas, attempting to solve different problems, assessing effectiveness, etc. It is interactive in the sense that giving and receiving advice and help would be the natural order of things.

Ruled out is the concept of *passive professionalism* in which teachers are treated as competency-banks and/or recipients of programs and policies handed down from others (whether they be other teachers or not). Also unacceptable is the extreme of teacher as

individual professional. It is not a matter of allowing individual teachers "to do their own thing" under the guise of professionalism.

The implication, then, is that the profession would play a greater role in training, licensing, hiring, induction, continuing inservice, and firing. The profession would have to value and promote the interactive professionalism we describe, the search for new ideas, and continuous concern and participation in identifying, and upgrading, and enforcing standards of practice.

> *In the long run, efforts to enhance professional accountability, if they involve teachers as full partners, can bolster the authority and control of teachers over the substance and conduct of their profession. On the other hand, failure to deal with problems of teacher supervision will lead only to increased bureaucratic controls over education and the further deprofessionalism of teaching (Darling-Hammond, p. 550).*

Schools as Places of Work and Learning: A Time for Change

A starting point for doing teacher education.

The logic of this report is straightforward. We believe that the purpose of teacher education, and any reform of it, is to produce the highest possible quality education for the province's students. **The starting point, therefore, for thinking about teacher education is the education of students**. We believe, with many others, that the single, most direct and influential force on the quality of schooling is the teacher who works in schools. **The central question for this report, and for those concerned with teacher education, is *not*, therefore, how to educate good teachers, but, instead, to determine the context in which the highest quality education for our children may occur**. When those of us who are interested in teacher education satisfy ourselves on this point, we may then ask the backup questions of how best to educate teachers and to continue their education. But there is little point in asking these questions if we do not have a reasonably clear idea of what it means for professional teachers to do their work, if we are not satisfied that the conditions of schooling create the best possible professional climate.

Because we believe that the evidence unequivocally shows that the teacher's workplace is not, generally, conducive to professionalism and, therefore, to high quality education, we are convinced that the most important target for teacher education reform ought to be the schools themselves. The most effective action to improve the education of teachers is to reform the context in which they do their work. To start anywhere else is to tinker. We can be fairly confident that tinkering with preservice programs, with induction and apprenticeship, and with ongoing professional development will, at best, be high-cost activities with comparatively little payoff. Changes in these aspects of teacher education should be made, but they must be made in conjunction with and arising from new concepts of schools as professional entities.

What Does a Professional Teacher Want?

When teachers are asked about the sources of their satisfaction, salary and working conditions (taken in the narrow sense) rank comparatively low. **What good teachers want, it seems to us, are two things: They want the conditions, autonomy, and responsibility to make it possible to teach all students whatever interests and abilities they bring to the school, *and* they want to be treated as knowledgeable, effective professionals whose judgement is valued.**

Teachers should be the key architects of the forms of education for students, responsible for deciding for specific children and classes of children with different learning habits, styles and abilities, where – whether in school, in the community or in some combination – the child will learn best. Teachers are on the spot where teaching and learning takes place and they generally know whether a student is learning. **It is in the interests of our students that teachers be granted the professionalism that will make teachability of all students the mark of schools.** Far too many students are not taught, and do not learn because of the conditions of schooling. The idea that school leavers are "dropouts" misses the point that many such children are better off out of the school given the way the schools are now able to function. Given more freedom, and backup resources, professional teachers would be able to make school more relevant and meaningful for these students.

> *The bureaucratic conception of teaching implies that administrators and specialists plan curriculum, and teachers implement a curriculum planned for them. Teachers' work is supervised by superiors whose job it is to make sure that teachers implement the curriculum and the procedures of the school district. In the pure bureaucratic conception, teachers do not plan or inspect their work; they merely perform it* (Darling-Hammond, p. 532-3).

Teachers should, therefore, be chiefly responsible for structuring, administering, and organizing curriculum and the day-to-day life in schools. **A more equitable balance of responsibility and authority among principals, superintendents, government officials, researchers and teachers is required.** We are not saying that there is no room for people trained specifically as principals, curriculum coordinators, consultants and superintendents. But these positions, and the training for them, should occur primarily as extensions of the model we are proposing. How can people in these positions best provide support and participate in creating and maintaining schools for professional learning? These various positions and roles should be seen less hierarchically and bureaucratically than is now the case. **Administrative positions should be seen somewhere along a carefully designed continuum of the career teacher in which administration is not viewed as the apex but rather an extension of teacher responsibility in a career cycle of in- and out-of-classroom work.**

The De-professionalized, Bureaucratic Character of the Workplace.

Few would disagree, we think, that schools are not now places of professionalism. They do not, in general, encourage creative, professionally autonomous action on the part of their teachers. Furthermore, most would agree with the statement that the school system is unable to teach many children, given its current organization and given the fact that control tends to be exercised by curriculum policy rather than by professional teachers whose job it is to reach the children. Governments sometimes act as if the problems of school "dropouts" can be met by new curricula rather than, as in a professional system, turning to the professionals for advice and action and providing them with the conditions and support needed to act. Admittedly, it is easier to seek broad structural solutions than to revamp the very nature of schools and the teaching profession. Instead of government commissions, inquiries and curriculum writing teams, it would be interesting to see what would happen if an experiment was conducted in a local area in which teachers were asked to plan experiences for the most difficult-to-educate children, and in which the role of government was to provide the resources needed to support whatever plans emerged, and to assess and disseminate the results. Our view is that professionalizing teaching in this way would solve some of the outstanding educational difficulties which tend to be 'solved' bureaucratically through curriculum policy.

Although there are a few highly promising, innovative programs, such as co-operative education and special education, a great deal more needs to be done for particular high-risk communities and their children, for instance, certain inner-city and rural settings. The educators most aware of these problems, and most knowledgeable about them, are the teachers in those communities. Instead of forming commissions on "child abuse," or "pregnancy, care, and education of the female teenager," we need to find ways of asking teachers to come up with ideas and plans for the teachability of these students. We need to tap their knowledge, unleash their imaginations and then give them the responsibility that is, after all, inherent in any profession worthy of calling itself such.

The recent reforms in secondary education in Ontario are illustrations, in our view, of what not to do to build a sense of professionalism. The reforms have many positive features. Materials are updated and there is added support for teachers. More sophisticated views of the nature of knowledge, of learning and of students are found in the new documents. But, it appears to us, added guideline detail and prescriptiveness result in a largely unnoticed denigration of the teaching profession. Telling people what to do in detail can only encourage an intellectual dependency, the exact opposite of what is most needed in our teaching force.

> *Despite oscillations between subject-, child- and society-centered, curriculum change after 1960, and shifting trends between centralization and decentralization of authority, the Canadian tradition of administrative control remains live and well. ...Rapid growth and greater influence led to a marked expansion of supervisory personnel into a greater organizational complexity, marked by greater bureaucratization and professionalization of administration* (Tomkins, p. 424).

Critics of our view can point to well-known position statements of teacher groups who have called for reforms of the kind just initiated in the secondary school and who support them. But this support is a symptom of the de-professionalized status of teaching. People who are not treated as professionals, and who have come to build up a cultural ethos in which they see themselves doing well what they are told to do, can only view a relaxation in direction as unsatisfactory. After all, in such a situation teachers do not know in detail what to do and may have difficulty with accountability because the guidelines are too vague to act as standards. But, the professional teacher has no such problem. Such teachers are able to draw on their personal and professional knowledge, say what is needed in their circumstance, plan the necessary programs, do the teaching and defend, with reasons, their actions. Later in this report we offer recommendations which, we believe, will answer the criticism that teachers "don't have the time to do all of this; besides, it has been tried and they really don't want it."

While we have used the secondary school to illustrate the de-professionalized status of teaching, it must be said that many highly creative programs have evolved in schools. However, the kind of professionalism we describe is currently more likely to occur in elementary schools. Secondary schools are almost always judged in content terms (how much and how deep) and their teachers inevitably become subject matter specialists. Teachability in the secondary school needs to be defined ultimately in terms far broader than subject-matter success. Secondary school teachers who do work in basic, general and technical programs know this to be the case.

There have been numerous pleas over the years to put teachers in the driver's seat with respect to curriculum, and many have argued that the principal function of curriculum development is the professional development of those who do it.

> *Guidelines and directives now emanated profusely from both levels of the cur-*

riculum hierarchy. ...The resulting outlines or resource documents might be upwards of two-hundred pages in length. Such compendia were reminiscent of the detailed courses of study of previous generations (Tomkins, p. 425).

What appears to have happened in Ontario is that the so-called decentralization of curriculum was more than counter-balanced by the centralization of administrative authority in school board units, such that curriculum planning became the responsibility of superintendents, consultants and coordinators. Elaborate and expensive curriculum development took place at the "local" level. Teachers were, of course, involved, but it is a very different thing to have a centralized board authority call the shots and invite local, hand-picked teachers into the inner sanctum of curriculum planning than it is to put the responsibility for teachability in the hands of teachers themselves. **Our general view is that the so-called support services for teachers have, in the end, had a negative effect on the profession, contributing to the idea of teachers as harried workers who need benevolence, advice and counsel to do their job.** Some school boards have attempted to develop curriculum approaches which are designed to stimulate, support and coordinate school based professionalism. Our proposals if implemented would greatly further these efforts. We later make recommendations for clarifying the role of support, for returning the balance of resources to the profession, and for dealing with the problems of teacher expertise and available time for the professional activities we propose.

Philips argues that provincially prescribed programs were not seriously restrictive, since the best teachers disregarded them, and most others were glad to have their duties clearly defined. There was reason to believe that teachers had more freedom under the dictates of a tolerant central authority at a distance than under a local superintendent zealous for the success of the program 'democratically' contrived (Tomkins, p. 423).

Rapid growth and greater affluence led to a marked expansion of supervisory personnel and to a greater organizational complexity, marked by greater bureaucratization and professionalization of administration (Tomkins, p. 424).

Recently, "leadership" has become a key term for administration. It is clear that the intentions for leader-principals and other administrators are laudable on the surface. Some principals do good things along the lines we are suggesting, but more in spite of the system than because of it. Hodgkinson's warning that "The Essence of Leadership is an incantation for the bewitchment of the led" needs to be heeded (p. 219). Our model calls for new conceptions of professional leadership.

Let us be clear about the relationship between schools as workplaces and the new professionalism. There are schools in Ontario and elsewhere that approximate, at least ephemerally, the kind of organization we are proposing. They promote norms of continuous improvement in which analysis and betterment of one's own and others' practices (both within and outside the school) in concert with one's colleagues is the standard. Some school boards have attempted to develop approaches which support such professional development.

Little comments on one school she studied, which was characterized by such professional interaction:

In one of the five schools, classroom observation is so frequent, so intellectually lively and intense, so thoroughly integrated into the daily work and so associated with accomplishments for all who participate, that it is difficult to see how these practices could fail to improve teaching (Little).

Good teachers working with other good teachers get even better. Improvement and professionalism coincide. Interactive professionalism is accompanied by a marked increase in support, informal evaluation, collective responsibility to and with one's peers, and professional certainty about what is right and effective to do.

These schools, however, are counter-institutional. They are rare; they require extra effort on the part of administrators and staff which cannot be sustained; they are fragile. They provide glimpses of what is possible, but no lasting hope as the de-professionalized bureaucracy takes its inevitable toll. Indeed, one of the more radical long term implications of our proposals, is that schools as we now know them may not be the most appropriate organizational format for conducting education.

How Did Our Schools Become so Bureaucratized and De-professionalized?

> *We have seen that early legislation had created a corps of local superintendents who were required to follow Ryerson's instruction, to maintain standardized records and to implement regulations governing teachers certification and textbook selection. Before long, Ryerson had three hundred officials who formed a chain of command between his office and thousands of section boards throughout the province. But by the 1870's inspectors were regularly employed officials required to have professional qualifications in the form of a teaching certificate and evidence of teaching experience and ability. By the 1890's 'they were professionally qualified agents of the central authority.' The centralization of inspection was an illustration of a trend towards the bureaucratization of all public administration in an age when centralization and a cult of uniformity developed which stressed selection by merit and evaluation by impartial purportedly objective means* (Tomkins, p. 70).

It is beyond the scope of this report to undertake a complete analysis of the reasons why schooling has evolved as it has in Canadian schools and, in particular, Ontario (see, however, Chapter 2). Our sense is that the necessary Canadian studies have not been done and we have little detailed historical research which probes the socio-economic backgrounds of Canadian teachers.

But there is enough available material to sketch the broad outlines of a history. It suggests that the schools were designed for an age when the status of women was low; when the teaching workforce was mostly drawn from middle-class women and lower-class men; and when the prevailing cultural view was that the purpose of the schools was to produce a subservient workforce literate in the basic skills to support an economy run by a creative elite educated in the private schools. Evolving notions of industrial success, in the form of bureaucratically run organizations, were transferred to the evolution of schools as places of learning and work.

> *What is honoured in a country will be cultivated there* (Plato).

We believe that it is now time for change. And the change can occur in exactly the right place, in teacher education. **There is a golden opportunity for those responsible for the disposition of this report, and for the work of the Teacher Education Review Committee generally, to restructure schools as workplaces for the purpose of unleashing the power of professionalism from the constraints of bureaucracy in the interests of schools and children.**

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Chapter 4

Reshaping Teacher Education

In this section of the report we turn our attention to specific proposals for the reform of teacher education in Ontario. **We use the term "reshaping" because we want to draw attention to our view that it is the overall countenance of teacher education, rather than any one of its parts, that needs reform.** Just as a set of tiles can be used to create different mosaics, the parts of teacher education can be shaped to create different forms of teacher education. It is the shaping, more than the parts, which is at the heart of this report.

We have made recommendations on numerous specific parts of teacher education. Chapter 3, "On Being and Becoming A Teacher," is our guide to recommendations on the parts of teacher education, taking into account the issues identified by stakeholders and reactions to the recommendations proposed in the draft position paper.

However, as it is possible to change pieces in a mosaic without changing the pattern, it is possible to change parts in the teacher education process without changing the overall system. The risk in this report is that one or another of our specific recommendations, for instance, those on induction, will be acted upon while the whole is ignored. If that happens, a great deal may be "seen" to be changing, but teacher education will be improved little, if at all.

The recommendations should meet a number of criteria. They must ring true. They must be bold and strong enough to burst through the inertia of "goodness" in the province, if it is to be known for "greatness" in teacher education. They must be *right*, in the sense of having a high probability of accomplishing the intended objective. They must be cost effective. They must create conditions and mechanisms for development, constructive experiments, variation, and adaptation. They must engage the relevant stakeholders in the sustained collaborative efforts that will be required. The system must be imbued with the kinds of checks and balances that will discourage one-sidedness, unintended consequences, and balkanized tendencies inherent in any complex socio-political system.

We have opted for a model of interactive professionalism. Sometimes professions become closed systems, known for their protectionism, tolerance for mediocrity and aversion to new ideas. The alternative is no more attractive - excessive bureaucracy and the distant impracticality of policy makers. The model we propose is designed to support the generation and use of best practices within a framework of normative standards of excellence. The model is based on joint responsibility in governance and collaboration in teacher education. All of the constituencies have important, rewarding roles to play in reshaping teacher education. Effective teaching must be a career-long phenomenon which demands a great deal of movement across institutional boundaries.

Our main goal is to ensure that those responsible for teacher education attend to the whole, rather than to individual pieces. Our effort to focus attention on the whole is found in Chapter 3 which outlines five keys to an overall perspective on teacher education. They bear repeating in summarized form at this point because **our general position, which might well be called a recommendation, is that those of us concerned with teacher education should change the way we think about it.** The five keys are:

- *Theory and Practice:* We believe that everything done in the name of teacher education should consciously reflect attention to the interaction and balance of theory and practice.

- *Quality of Schooling and the Quality of Teacher Education:* We believe that all arguments on behalf of teacher education, and suggested changes in it, should be justified in terms of their consequences for the quality of schooling provided for the children of the province.

- *Knowledge and Knowing:* We believe that teacher education should be founded on the idea that there are forms of professional and personal knowledge of teaching which may be taught and learned, and which, therefore, confer specialized professional status on those who hold the knowledge.

- *What Does It Mean to Be a Teacher?:* We believe that the personal and professional knowledge that define a teacher constantly grow throughout a teacher's career through the examination of new ideas and through reflective practice, individually and with others.

- *The Teacher as Professional and the Career-long Continuum:* We believe, accordingly, that learning to be a teacher is a career-long activity that occurs on a continuum formally beginning in preservice teacher education and continuing through phases of induction, apprenticeship, middle and later years of a career, including administrative and consulting roles.

These five keys are embodied in the proposals. We have made the point that schools as places of work should undergo major changes. Further, substantial changes and additions will be necessary in the components of teacher education and in the roles of universities, the profession, boards and the government.

Accordingly, we offer six sets of recommendations, defined by the following topics:

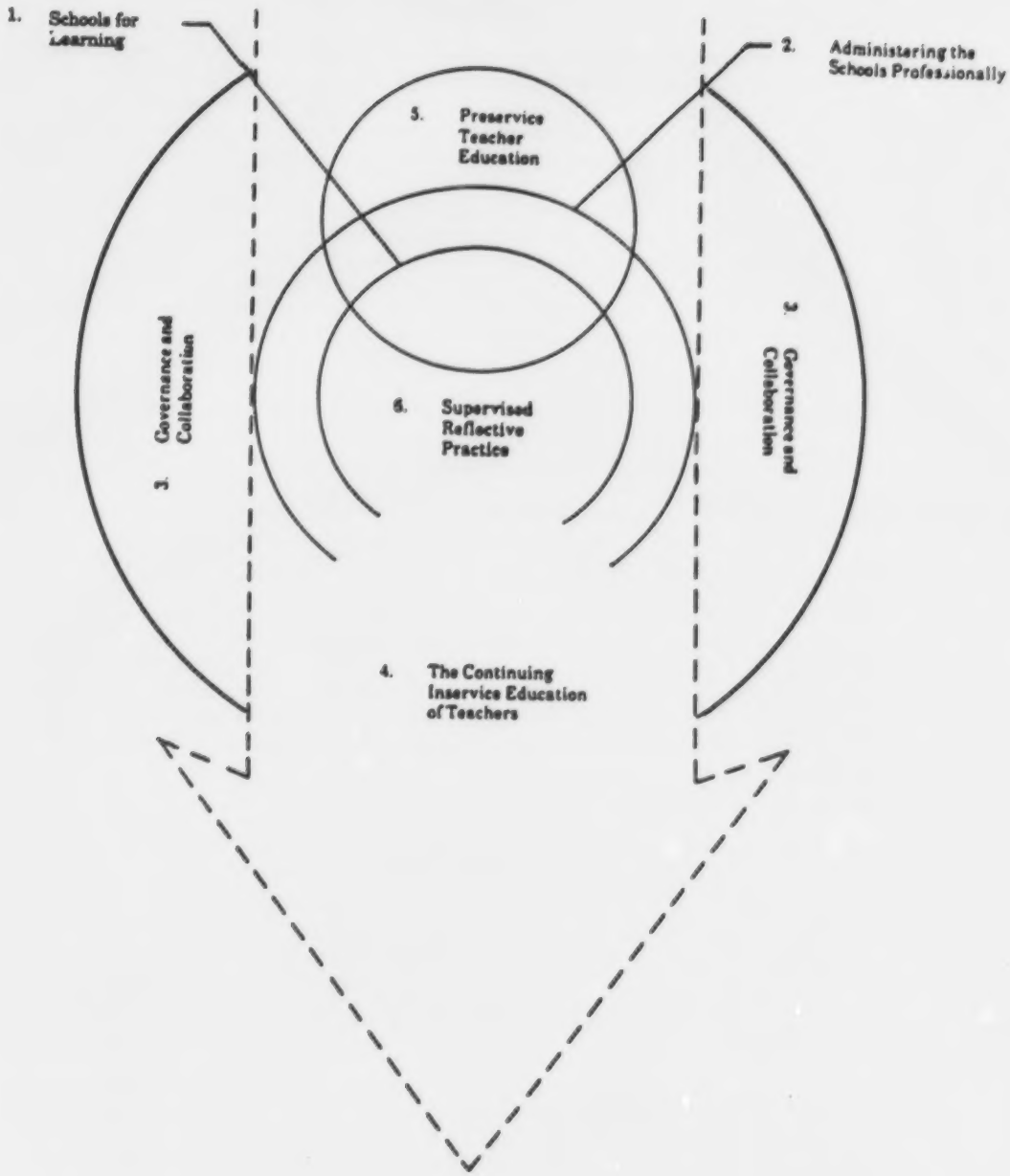
1. Schools for Learning
2. Administering the Schools Professionally
3. Collaboration and the Governance of Teacher Education
4. The Continuing Inservice Education of Teachers
5. Preservice Teacher Education
6. Supervised Reflective Practice: A Link Between Preservice and Inservice Education.

The six sets of recommendations form an integrative whole; they are depicted schematically in Figure 1.

1. Schools For Learning

We have already made the case that schools are presently not places of professional activity. Some have challenged us on this claim, either by arguing that teaching is not a profession, since teachers are not accountable to their clients, *or* by arguing that many schools are already professional in the sense we define professionalism. Both arguments are valid. No two professions are the same, and if being a professional is defined in terms of the possibility of being legally sued if a client, i.e. a student, does not succeed, then teaching is not a profession in this sense. We also acknowledge that many schools and administrations function in ways to heighten the professionalism of teachers as defined by us. The fact remains that many teachers work in isolation from one another, and there are few opportunities for collaboration and consultation. Furthermore, throughout the day the teacher's life is a blitz of stimuli requiring immediate response. Action, not reflection, is

Figure 1: Picturing the Six Sets of Recommendations


1. Schools for Learning
2. Administering the Schools Professionally
3. Governance and Collaboration
3. Governance and Collaboration
5. Preservice Teacher Education
6. Supervised Reflective Practice
4. The Continuing Inservice Education of Teachers

the hallmark. Teachers entering graduate programs and other areas of personal development frequently say that they are there because they want to gain some distance from the classroom and find an opportunity to reflect on what they have been doing. Accordingly, one general recommendation has to do with breaking the patterns of isolation and creating a more educationally healthy balance of action and reflection.

Recommendation 1.1

That each school (or small group of schools) develop its own Teacher Centre. The Teacher Centre would minimally consist of a seminar room that would be used by the staff to sponsor such activities as intervisitations, meetings, discussions over new library material, and evaluations of teacher practices, journals, letter writing and other forms of peer-to-peer reflective practice.

The Teacher Centre should have modest secretarial support. Its primary function would be to promote school-based professional development and to emphasize reflection in-and-on action. Teacher centres have an established history in Great Britain and to a lesser extent in North America. The conditions for the establishment of successful teacher centres should be made available to school boards, along with the encouragement and resources for their establishment. A relatively recent review of the literature on teacher centres was prepared for the Curriculum Task Force of the Commission on Declining School Enrolments (Berg, 1978)

There is increasing understanding of the professions as places where growth and development occur. **On-the-job reflection-in-action and reflection-on-action are key phrases which focus on the day to day forces most powerful in inservice education of all professionals, not only teachers.** The *Teacher Centres* have the potential to create school conditions under which teaching may be made genuinely professional as a self-conscious art; where teachers act, reflect on their actions, and consult and reflect with others.

The particular arrangements for 'each school as a Teacher Centre' would have to be worked out in relation to school size. Very small schools may need to be grouped. Smaller school boards might establish a centre in the board offices. Families of schools might share a teacher centre. Special arrangements would need to be made for far-flung rural northern boards. The professional development activities of the proposed centres would include programs planned in conjunction with the implementation of other recommendations formulated in this chapter.

Recommendation 1.2

That school staffs form curriculum committees to diagnose the curriculum needs of their student body, and to plan innovative programs. Committees would work collaboratively with board personnel, faculties of education, and parents from the community. The focus would be on integrating professional development and curriculum improvements tied to an agenda of importance to that school and community.

This recommendation speaks to the creation of conditions under which genuinely innovative curriculum planning is possible at the school level. What professional teachers want and need is the sense that they are making a difference in students' lives, and the responsibility and authority, for creating teachable programs (Chapter 3). Teacher-based curriculum development has, of course, been tried with mixed success. Energetic teachers inevitably report that curriculum development is one of the best forms of professional development. But when curriculum development is a complete add-on to the regular teaching load, it can turn teachers' lives into nightmares. Later recommendations in this report are aimed at defining teaching more broadly than classroom contact. Curriculum development work should be one formally recognized non-classroom teaching activity.

What we have in mind for this recommendation would require a much more experimental approach to the local development of curriculum than is now permitted. By curriculum development we mean all the activities associated with deciding on using a curriculum. We do not mean that each individual or group would start from scratch and attempt to reinvent the wheel.

Recommendation 1.3

That schools test different administrative arrangements in which the running of a school becomes primarily a professional teacher responsibility.

The hospital model of a non-professional administrator and a medical head might be considered. Plans in which teachers hire principals, or the administration is rotated among the staff with appropriate in-school apprenticeship procedures, and administration by teacher committees should all be proposed, tried and assessed. The kinds of things we have in mind are more likely to be seen in embryonic form in the elementary schools where principals are often seen as part of the teaching staff. We do *not*, of course, suggest that *anyone* can run a school, or that good potential prospective principals can do so without proper training. But we do think that the administration of many schools could be made more educationally relevant and more open to a wider range of teaching staff than is now the case. There is no reason, in our view, that a principalship should be a career in itself. Rather, teaching is the career, and people, with proper dispositions and training, would move in and out of administration, thereby gaining alternate and more broadened views of schooling.

An associated issue is the degree to which the principal ought to be the curriculum leader. Clearly implied by our model is that a principal should function in a way that makes it easy, even compelling, for teachers to take responsibility for their curriculum. **We want to emphasize the goal of principal as a curriculum and instructional support position for teachers. We see support, stimulation and service more than leadership and implementation as the key. The idea of interactive professionalism stresses that leadership emerges within the profession. Abdication of responsibility to the leadership of others is incompatible with the model we are proposing.** Accordingly, we offer a recommendation (1.3) which would make it possible for school staffs, on an experimental basis, to break away from traditional Ontario school administration patterns. In all cases we must strive for schools in which teachers form the core of professional leadership.

The last issue in this section has to do with teachers' professional support. Those who do not visit schools on a regular basis have little idea how poor the physical and personnel support is for the day-to-day business of teaching. Few teachers have offices to go to; their classrooms have no telephones (except, perhaps, an inside line to the office); secretarial support is weak. Teachers, almost without exception, do their own typing, photocopying and letter writing, an inefficient use of highly skilled personnel. There is minimal personnel support for the myriad routine activities that teachers perform and which could be accomplished by others. A recent national study, for example, shows that Ontario science teachers are more poorly supported in *some* respects than are science teachers in other economically poorer Canadian provinces (Connelly, 1987).

We believe that the road to 'schools for learning' as we have defined them is through pilot projects encouraged and supported at the government level. Pilot studies should be monitored, evaluated, written up and distributed for others so that the lessons may be disseminated.

Recommendation 1.4

That priority be given to provision of support service to facilitate teachers' professional activities. Such improvements would include various kinds of teacher assistants who would carry out clerical tasks, routine activities, and provide assistance to students in setting up laboratory equipment, develop familiarity with computer software, assist in drill activities in mathematics and so forth. Other support would include improved telephone access and office space. In general, we believe that there ought to be sufficient support to free teachers for activities in the Teacher Centres, curriculum planning committees, advising novice teachers and other forms of professional involvement.

This would permit a comparatively low-cost shift in teachers' work toward curriculum, inservice and reflection. Schemes to hire teaching assistants who have an interest in eventually becoming regular teachers could form part of the approach. The medical notion of doctors, nurses, nurses aides and orderlies illustrates how one profession has diversified its knowledge and staff. Such plans are not without difficulty. No system is perfect. And, as some have reminded us, legislation is defined in such a way that only teachers can give instruction, even of the lowest routine order. It is clear that there are legislative impediments, sometimes supported by the teaching profession itself, to maximizing the curriculum potential of teachers. As impediments emerge in the implementation of this report, legislative changes ought to be introduced. Teachers are now expected to cover the range of activities from relatively unskilled tasks to those of the highest order. Yet, teachers are increasingly pressed, not only in this report but in others as well, to take on increasingly sophisticated and responsible professional tasks. The system needs adjustments. It makes little sense to think that formally trained teachers have exclusive rights over the teaching-learning art. School legislation should not be defined as if this is the case, but should be designed to facilitate formally trained teachers doing what it is they do best.

2. Administering the Schools Professionally

In Chapter 3 we argued that in Ontario the balance of responsibility and authority in curriculum, teaching, and learning is tipped heavily to bureaucratic administration over professional action. **The central thrust of our recommendations in this section is to restore the balance by focusing on the role of school-level professional development and its implications for external support.** The emphasis in Ontario on centralized models at the board level tends to foster dependency and a spirit of followership on the part of the teaching profession.

The best inservice education is to take responsibility for planning and development activities, and see them through to conclusion. The curriculum development process illustrates our point that on-going inservice education is an essential part of teacher education. People who participate in curriculum development are almost always the ones who benefit most from it.

Again we remind the reader that the term curriculum development incorporates the whole process of teaching and does not mean that every teacher would develop curriculum from scratch.

Curriculum development as we have said does not mean reinventing the wheel, although in a professional development sense it amounts to that. Curriculum deliberation is perhaps a better term, because the point is that curriculum, whether homegrown or adapted from elsewhere, is a process of consideration, decision and effective practice carried out by teachers both individually and in small groups.

On a more general level we would expect curriculum guidelines to continue to be issued and monitored at the provincial level. The provincial role is to set societal expectations, to stimulate and facilitate local action, to sponsor and foster projects and conditions for professionalism at all levels, and to monitor progress and take corresponding policy action. In effect, it is simultaneously a pressure and support role.

Recommendation 2.1

> *That curriculum models at the board level be reviewed and restructured, to ensure that school-level development, as in the Teacher Centre conception, can be facilitated, supported, and evaluated.*

As many have pointed out to us, this recommendation comes close to representing the goal of many boards. Ontario has a history of local curriculum development and there are many situations throughout the province where boards have taken seriously the equation "curriculum development = teacher professional development" and have, therefore, stimulated the development of active meaningful curriculum programs for local students. More recently, peer-based performance appraisal systems are compatible with this recommendation. In the more professionally-oriented versions of such systems, appraisal comes down to a question of curriculum and instruction as teachers work together, reviewing each other's teaching, curriculum plans, instructional systems.

The restructuring of curriculum development has implications for the roles of administrators, for training programs for administrators, and for access to resources. **When one chooses to enter teaching, the picture one has in mind should not only be that of a teacher working with children, but should also include a teacher in an office (working alone or with students), a person in a Teacher Centre, involved with school curriculum and professional development activities, a person supervising and counselling novice teachers, or a person administering a school, regional office, or board.**

Recommendation 2.2

That the norm should be for people, after appropriate training through apprenticeship and other approved programs, to move in and out of a variety of administrative, curricular, and professional development roles throughout a career.

Those who understand the administration of schools have made clear to us that administration needs to be viewed as a separate career; one in which there are attitudes and skills different from those of teaching. This implies that the flexibility we wish to introduce into the relationship of school administration and teaching cannot be one of easy, random, interchange. We agree that apprenticeships and training programs for administration need to occur. Given the necessary training, however, **we are of the opinion that administration should be viewed as an extension of the role of teacher**, concerned with stimulating, supporting and evaluating the effectiveness of interactive professionalism. Administrative positions should not be viewed as hierarchical in a "rules and regulation" sense. Such a change would have two specific teacher education consequences. Teachers would see, and participate in, the educational system from a variety of points of view. This would be an immensely enriching experience which could only lead to higher quality education of students. Aspiring administrators in principals' courses, for example, often claim to have an enriched view of schools and of teaching, whether or not they go on to an administrative career. Thus, training for administration, and administration itself, can be seen as a form of professional development, leading to more mature and wiser teachers when the experienced administrator returns to the classroom. Furthermore, the "flatness" that now exists in the teaching profession would be removed and a richer, more multi-layered career pattern would be possible. We later describe roles for the teaching profession in the preservice education of teachers, during induction, and apprenticeships. These would add further to this multi-layered continuum of a career teacher.

It is clear from those who have reacted to earlier versions of our ideas that some, particularly practicing administrators, would be opposed to the idea of term appointments in administration. **Nevertheless, we feel that term appointments are one way to encourage the teaching-administration exchanges which we believe would be beneficial to the quality of education.** Some of the principal objections to term appointments, and to the version of teacher-administrator movement we have outlined, have to do with people choosing administrative rather than career teaching paths, and with the question of salaries, superannuation, and other benefits which come with administrative appointments. **On the matter of career administration, our own view is that the needs and interests of career administration should be placed second to the needs of career teaching.** We also believe that modified administrative contracts might be negotiated which provided salary stipends and other benefits for administration somewhat akin to those for master or mentor teachers (Recommendations 5.6 and 6.5), and which would be carried forward as the administrator returned to teaching. Generally speaking we believe that the highest paid position should be that of the mentor teacher comparable to administrative positions.

A general recommendation which we believe would support this less bureaucratic, more professional view of education is:

Recommendation 2.3

That the positions of department head, consultant, coordinator, principal, and various supervisory officer roles be seen as parts in the jigsaw puzzle of the career-long inservice education of leader teachers. As such, all of these positions would be seen as comparatively temporary opportunities for administrative work.

3. Cooperation, Collaboration and the Governance of Teacher Education

Encompassing the set of recommendations in sections 1, 2, 4 and 5 is the matter of collaboration and governance. Teacher education as we have defined it is a complex career-long process. Sometimes teacher education gives the impression of being a battlefield in which parties with stakes in the enterprise war over the spoils. For instance, universities have internal disputes over the proportion of the budget won by faculties of education to be returned to them through university budgeting processes, and federations sometimes feel that faculties define teacher education too narrowly in academic terms. We believe that an effort should be made to develop a greater sense of responsibility and collaboration in teacher education. Basically, universities, boards of education, and the teaching profession ought to enter into collaborative arrangements. Increasingly, community colleges, industry and other agencies should formally participate in such agreements. These agreements should be formal and serious in the form of *interinstitutional contracts* which specify goals, responsibilities and resource allocations. The collaborative arrangements would facilitate co-operative preservice and induction teacher education programs; facilitate the coordination of inservice teacher education; and make possible a more collaboratively based governance system for teacher education.

Recommendation 3.1

That universities, boards of education, government and the teaching profession establish formally constituted local consortia.

Response to the idea of consortia as proposed in the draft position paper makes it clear that all parties agree with the sentiment that the fragmented territoriality tending to mark the governance of teacher education should be minimized and replaced by a spirit of cooperation. Still, many of the briefs presented to us retained a strong sense of territoriality. People desire collaboration, but are afraid of giving up historically hard-won positions. The danger of taking a "go-slow" incremental approach to collaboration is that the spirit of territoriality and the status quo might override suggestions for small changes as they occur. The argument against "holus-bolus" legislated cooperation is that the various parties might effectively defeat the purposes to be established through passive resistance. The path to cooperation, it seems to us, is to provide experimental situations, with sufficient incentives attached, so that parties may work out collaborative mechanisms and convince themselves in the process that the gains of collaboration outweigh the losses in territoriality. **We believe, therefore, that the government should sponsor grants in which local consortia of universities, community colleges, boards of education, government, the teaching profession, and OISE make proposals for collaborative, local, governance of teacher education.** The simplest possibility may be to reconstitute existing Faculty Advisory Committees. These committees, with representation from some of the major stakeholders, already have an advisory function, and make recommendations through the dean of the faculty of Education.

Interinstitutional contracts would not have to await the establishment of local consortia. In response to our draft position paper we have already detected strong interest in establishing new models through local programmatic agreements, such as between a particular faculty of education and one or more boards and other agencies. These initiatives should be encouraged and supported.

Ultimately, we have in mind that the consortia would require full-time coordinators who in effect would be employed jointly by universities, boards, ministry regional offices and the teaching profession. Where possible the consortium office would be located in faculties of education. The regional consortia would have responsibilities for (1) overseeing the planning and coordination of the variety of inservice activities (board inservice, AQ courses, TVOntario, teacher federations etc.), (2) creation of the proposed "Clinical Schools" (Recommendation 5.7) in linking school boards and universities in the development of innovative preservice teacher education programs, (3) establishing collaboratively

run induction and apprentice programs, and (4) making recommendations on the certification and decertification of teachers.

While the consortia would, ideally, be involved in an advisory role with respect to the faculties of education and the universities in general as they create preservice teacher education programs, their authority would be limited to the field aspects of preservice teacher education and to inservice activities.

We envisage contracts being established between faculties of education (universities) and individual school boards in the region. Different patterns and programs could emerge within and across local areas. We are aware that establishing consortia runs the risk of adding another layer of bureaucracy. But given the diverse resources, needs, and expertise, local coordination and cooperation to achieve the best balance of training resources (faculties, boards, teachers and government) is necessary.

We also recognize that the term local has to be defined. The existing Ministry regions would not be appropriate in all cases. In general, local could be defined in terms of faculties of education with some adjustments being required in the Metropolitan Toronto and adjacent areas. Territoriality is not the question. Individual faculties, for example, could have different arrangements with different or even the same boards in the Metropolitan Toronto and surrounding areas. Pooling and focussing ideas, resources and energy toward specific programmatic goals is the issue.

Recommendation 3.2

That a provincial body be established called the Ontario Council for Teacher Education (OCTE).

The purpose of the OCTE is to increase the sense of professional control of teacher education, and to do so in a collaborative way. Other thoughtful briefs drew attention to the difficult role that any agency has when it has a dual service/regulatory function. As one brief stated "the regulatory function will consume the service function". The writers went on to point out that while education groups will willingly support each other in collaborative arrangements, such as the OCTE, they will not "regulate" one another. We believe that the benefits outweigh other considerations. The fact that other professions have somewhat similar dual functions lodged in professional bodies leads us to believe that policy makers interested in the idea of the OCTE must take into account education's peculiar history and weigh the force of that history against the benefits that might be obtained. Clearly, in establishing OCTE there should be wide consultations in the province concerning its precise terms of reference and composition.

Ideally, we have in mind that the membership of The Council would be drawn from the teaching profession, school boards, universities, and government. This central Council would be responsible for a number of activities. These would include recommending on certification, cyclic reviews of teacher education programs across the continuum, formulating positions on major policy issues, developing guidelines, some funding of institutional research and its dissemination, and networking. The Council should also have an evaluative, stimulative role with respect to the creation and conduct of local consortia.

The review procedures of OCTE could be based on an expanded version of an Ontario Council for Graduate Studies (OCGS) review, in which out-of-region and out-of-province academic and field experts would be used as site consultants. The Council would have to have authority to take action. The relationship between OCTE reviews and OCGS reviews would have to be examined. We acknowledge that The Council as we propose it has both evaluation and support roles. The compatibility of these two functions would have to be analyzed.

OCTE would also advise on the new formal agreements and regulations that would be required to implement the policy recommendations in this report.

The local "consortia" and the central "OCTE" should function collaboratively in the governance of teacher education. Local consortia would recommend on certification to OCTE.

Recommendation 3.3

That there continue to be a division of labour with respect to two aspects of teacher education governance. "Degree granting" would be the responsibility of the university, "certification and decertification" would be recommended to the Minister of Education by OCTE.

The unsolved matter of the placement of teacher education in the Ministry of Education and/or the Ministry of Colleges and Universities has been referred to us. While both ministries have major interests, our proposal places the primary responsibility with the Ministry of Education. Our reason is that much of what we define as teacher education takes place in and around schools which are within the jurisdiction of the Ministry of Education. Still, this recommendation will likely be unsatisfactory to the universities since they are responsible for the granting of degrees. To the extent that universities exercise their autonomy over university programs however, the placement of teacher education in the Ministry of Education should have minimal negative effects. There are no financial consequences.

Recommendation 3.4

That the teacher education function be placed in the Ministry of Education. Formal ongoing liaison should be continued with the Ministry of Colleges and Universities.

Another matter on which we wish to comment lies technically outside our terms of reference. We refer to the Colleges of Applied Arts and Technology (CAATS) and to the twenty-two programs in early childhood education (ECE), offered therein. ECE programs are not part of the formal school system. For instance, ECE graduates who work with young children are not formally called "teachers". The rapid expansion, and current size, of the early childhood education system warrants its being given formal consideration as part of the educational system. If we are to take the idea of a continuum seriously, we need to recognize that the continuum refers not only to individual teachers on a lifespan continuum of professionalism. The idea also refers to a continuum of education for students and for those who teach and nurture them. Thus, many children are now part of an ECE system and progress from there through the formal school system. Likewise, there already exist variable arrangements between the colleges of applied arts and technology and the faculties of education for the granting of credits. We believe that the status of the ECE system is unsatisfactory, given changing social and educational patterns.

Recommendation 3.5

That the relationship of the early childhood education system and the formal system of education be resolved.

On a related but more basic matter, perhaps it is time to examine the role of CAATS in teacher education. We have already mentioned early childhood education. CAATS also could participate in the training of technical and industrial arts teachers (see recommendation 5.10). And then there is the complex question of the teacher training and professional development of the faculty of CAATS. We do not make a basic recommendation on these matters, but would encourage specific joint endeavours between CAATS, and universities, school boards and industry.

4. The Continuing Inservice Education of Teachers

The preceding recommendations concerning school system organization do, of course, bear directly on inservice development. However, there are four additional matters we wish to address:

- the recognition of experienced teachers;
- continuous professional development including the Additional Qualifications (AQ) system;
- professional development for societally defined policy priorities;
- university based graduate programs.

Recognition of experienced teachers: Ways must be found to add different experiences and to recognize outstanding achievement within the profession. Currently, teaching is a flat career. The first year teacher teaches side-by-side with the twenty-five-year veteran. The veteran reached maximum salary relatively soon after entering the profession and thereafter had a career of repetition. Worse, there is an invidious, and philosophically unsound myth that "young blood" comes with new teachers, and conservatism and lack of caring for children comes with experienced teachers. This myth is probably as much a function of soft drink ads and beer commercials as it is an empirical fact. The opposite often shows up when studies of good schools are done.

Recommendation 4.1

That formally recognized career gradations be introduced following a review of existing systems, and in the light of related relevant recommendations in this report.

A version of this recommendation in the draft report drew considerable response. Many support the intention of the recommendation. Some argue that because teachers grade students, however imperfectly, and, because other professional groups, such as faculty members, are evaluated for rank and standing, that creating teacher ranks is appropriate. The principal drawback to the proposal is the view of some of the teachers federations that the idea of career gradations is a disguised version of 'merit pay'. Merit pay has not been received well by the teaching profession in North America because of the imprecisions of evaluation and the potentially invidious status differentials that might emerge. The literature includes a number of suggestions for establishing career gradations, but we are wary of them for the reasons noted above. Teacher evaluation systems frequently use comparatively meaningless performance measures and short-term observations. In an Alice-in-Wonderland way, these evaluations are sometimes referred to as "professional development."

We believe that the matter of career gradations is sufficiently important, and professionally contentious, to warrant a thorough review of existing systems both within teaching and other professions. The professorial system of rigorous peer review with agreed-upon criteria should be considered. Furthermore, career gradations should be consistent with other professional development recommendations of this report. People who choose to return to the profession from successful terms in administrative, consulting, and coordinator positions, should be able to return to classroom teaching at a higher rank and salary. Likewise, our recommendations for "mentor teachers" (Recommendation 6.5) should be part of, or lead to, a higher teacher grade. We believe that the position of mentor teacher should be recognized comparable to the highest administrative position. We also later stress (Recommendations 4.5 and 5.15) that teachers be encouraged to obtain post-graduate degrees (M.A., M.A.T., Ed.D, Ph.D). These degrees should also constitute criteria for promotion to higher career grades. One simple but powerful version of career gradation is to designate a category of teachers as "mentors" (see recommendation 6.5). This would be an earned status according to specified criteria and normally would involve

positions of added responsibility such as mentoring in a preservice, induction, inservice or curriculum resource capacity.

Continuous professional development: The second matter concerns the continuous inservice education apparatus, and it represents a complicated set of issues. Currently the major components include: Additional Qualifications (AQ) courses offered by faculties, extensive school board inservice usually linked to curriculum priorities, the increased professional development role of TVOntario in the use of educational television and microcomputers, graduate courses, and a host of professional development activities by teacher federations and other agencies. We first discuss the AQ courses and then make some general observations on the question of coordination.

AQ courses provide further specialization and upgrading for practising teachers. The courses attempt to be practical, but also to include research and theory. Overall, it is difficult to know the quality and impact of AQ courses although participants, as we reported earlier, appear satisfied. University control over content, quality and evaluation is variable from faculty to faculty and, quite probably, from course to course, and instructor to instructor within the faculties. The elaborate AQ system is not viewed with equal support from faculty to faculty or university to university and there is a general recognition that university standards are not the primary consideration in course offerings.

Several aspects of the AQ course system deserve comment. First, it is a huge system, currently 23,000 participants with significant monies paid out to universities. A large portion of this revenue is retained in many cases into the universities' budget at large (universities are underfunded but that is another matter). Second, the model represents a combination of university and field elements. Universities screen and approve courses, hire and supervise instructors and evaluate courses. Resource documents for particular course areas have been developed recently through the Association of Deans of Education. The field element is most prominent in the hiring of instructors. The majority of AQ instructors are qualified teachers hired part time. Third, the courses are comparatively long, 125 hours in duration.

Any recommendation on the AQ system is bound to be contentious. Some of the universities are concerned with university standards and with the notion that there is, for some, a kind of "diploma-mill" sense about their offerings in this area. Some faculties value their role in upgrading the profession through their AQ offerings and view any curtailment negatively. Teachers generally value the AQ course experience and most would be reluctant to give up this essentially teacher-based professional development activity.

We believe that the current AQ system should be reviewed and should operate through the local consortia.

Recommendation 4.2

That the strength of the AQ system -- its response to teacher needs and government initiatives, and its university-field participation -- be maintained, but essentially operate through the local consortia. That a review of the AQ system and its relation to other components of inservice be conducted by OCTE. Regular cyclic reviews of AQ courses would be conducted by OCTE.

Recommendation 4.3

That the funding arrangements for AQ courses be channelled to local consortia following a review by OCTE based on proposals from local consortia. It is assumed that faculties/universities, where desired, could continue to play major roles in the coordination and/or delivery of AQ offerings.

Different patterns of on-site and university-based programs would be encouraged through interinstitutional contracts between universities and boards. Some faculties might continue to play a major role in the content and delivery of AQ courses and their services would be paid for by local Consortia. Such a model extends the university in a more organized fashion into a broader based field operation and strengthens the teacher based character of existing courses.

Since the need for, and definition of, advanced qualifications courses is primarily defined by government and the profession as well as the boards of education, one of these groups, or the three in cooperation within the local Consortia, should assume a coordinating role. The main point is that coordination is needed and that it should be provided by a joint agency rather than an academic agency.

It is also our view that many of the AQ courses, at least at the level of current numbers, would be unnecessary if more elaborate preservice, induction and apprenticeship systems were put in place, as we propose in sections 5 and 6.

The anticipated expansion of TV Ontario inservice activities would warrant an equivalent co-ordination and review system, similar to that proposed for the AQ courses.

We should like to make some general comments on the question of coordination. The current inservice system (AQ, boards, TVOntario, and other agencies), has overlaps and gaps, and lacks coordination. Provincial and regional reviews would assess these aspects and recommend improvements. We offer a caution relative to the criteria at the beginning of this chapter. Any effective system, in our view, should contain checks and balances, and contributions of the special strengths of different partners. It needs to be attractive for each major partner to participate. In particular, any changes in the AQ system should consider the question of incentives for faculties to participate. Diversification and coordination must be balanced. We are not advocating a monolithic inservice system.

Professional development for societally defined policy priorities: With respect to this third main matter, we believe that a province-wide forum is necessary to review priorities and to sponsor co-ordinated professional development where necessary. For example, when a policy change in the education of special needs students occurs, then it is incumbent on central authorities to work through the consequences with all affected teachers.

Recommendation 4.4

That the Ontario Council for Teacher Education (OCTE) be charged with the task of specifying selected province-wide inservice teacher education policy priorities, as well as the methods for conducting the needed professional development.

Our purpose in this recommendation is to provide initiative and coordination for those professional development initiatives needed on a province-wide basis. We do not mean that professional development should be centralized overall. Instead, professional development is almost entirely a decentralized and local matter at the moment. We think that this local variation should continue and be coordinated at the local or regional level. But, there are some matters of widespread social importance, connected to new government initiatives, which warrant centralized and coordinated effort. It is to these activities *only* to which this recommendation is aimed.

Many decry the unstructured plethora of local inservice offerings which range from in-school activities to activities offered by boards, teacher associations, subject associations, universities, TVOntario, and outside agencies. We believe that this system serves a purpose as long as people find the offerings worthwhile. It is rich and complex and should continue, although as we have suggested local consortia and institutions should facilitate coordination of these activities, and attempts should be made to strengthen their impact.

The Council might sponsor conferences, workshops and professional development activities on matters ranging from far-reaching social trends and forces to the specifics of new legislation on matters that bear on education.

In whatever system, continuous inservice is one of the marks of a mature profession. This statement bears on the oft-heard suggestion that the certification of teachers should be reviewed at regular intervals throughout their careers. Our model, taken as a whole, makes the idea of any formal recertification system redundant.

University based graduate programs: We believe that the intensive, integrated study for a post-graduate degree is one of the most important inservice prospects for teachers. We believe, however, that this capability should be extended to more faculties of education (See Recommendation 5.15). For obvious reasons, not all faculties can take on the offering of a broad range of doctorates. But some already have a modest capability to do so. An example is given in the section on staffing of universities below. In that section, the importance of expanding graduate programs at universities other than OISE throughout the province is given in terms of the need to recruit and maintain an inquiry oriented faculty. In this section the argument is in terms of the inservice continuum of professional development for students. Thus, the two ideas come together. **There should be an expansion of graduate programs to other universities because it will yield the best possible faculties of education, and because it will contribute to the professional development of the teaching force.** Since the later recommendation (Recommendation 5.15) speaks more generally to the offering of M.Ed., Ed.D., and Ph.D degrees the recommendation here focuses on the Master of Arts in Teaching (MAT) degree. We see new opportunities for the MAT in the context of the set of proposals recommended.

Recommendation 4.5

That universities be encouraged to offer Master of Arts in Teaching (MAT) programs.

The idea behind a Master of Arts in teaching program is that the curriculum is balanced between educational studies and studies in arts, science, and humanities. The Master of Education (M.Ed) program has a curriculum primarily composed of education courses. However, for many teachers, important areas of study and upgrading are in the subjects they teach. These are best learned in subject departments taught by subject professors. Such teaching can, of course, become subject-bound and irrelevant just as courses in education can become method-bound and also irrelevant. The MAT program creates an ideal setting in which faculty members from education and the academic fields cooperatively plan and teach a program. Illustrative programs are in operation, for example, at the University of Toronto, and other universities in the province. We also recommend, however, that the MAT program be reconceptualized to include not only subject matter expertise, but also some generic or cut across components of "applied teaching" such as effective teaching, curriculum development and implementation, program evaluation, effective professional development, mentoring, and the like. MAT programs should be designed for both elementary and secondary teachers in order to deepen subject expertise, as well as to develop classroom and other applied teaching capacities. The MAT could, for example, serve as one route for the inservice training of mentors and be designed accordingly.

5. Preservice Teacher Education

Given our basic assumption that teacher education is a continuum, our recommendations in sections 5 and 6 follow the sequence from undergraduate education, through preservice to the early years of teaching, particularly the novice teacher's development of personal and professional knowledge and skills. Section 5 addresses the preservice program and the role of the university in general and the faculty of education in particular. Section 6 contains recommendations on proposed new induction and apprenticeship requirements covering the first years of teaching.

We will now turn our attention to the early stages of the process. **Our discussion of preservice teacher education encompasses four areas:**

- Intellectual and social traits of entering student-teachers;
- Liberal arts, science and humanities curricula;
- The professional preservice curriculum, including the practicum;
- Staffing and program in the faculties of education.

Intellectual and social traits: In considering the question of preservice teacher education, we believe that the *intellectual and social characteristics* of the entering student teacher determine the quality of the teaching force more than any other preservice factor. However, as discussed in Chapter 2, in the section on "Issues", we conclude that this is a complex matter, and any investment of additional time should be considered carefully. We have already made the case that without careful thought on the question of attracting and selecting teachers, **we are at an historical point where we could have a sharp decline in the quality of entrants.** Teacher retirements may result in shortages over the next two decades. Some American states are already recruiting in Canada, and as we noted earlier, increases in American teacher salaries would increase the success of such recruiting efforts.

Perhaps of longer-term significance is the gender question. On the one hand, teaching has traditionally been the highest available status profession for women of talent and energy, although it is only recently that women are beginning to find their way into administrative positions. While there are no equivalent studies in Canada, American research indicates that talented women who might have selected teaching in earlier days are now choosing other professions in larger numbers. We risk losing our most promising career-oriented women teachers to other professions, as teaching is no longer the highest profession to which a competent woman might aspire.

On the other hand, in Ontario the percentage of women now in the preservice program is very high (71% of the 3800 enrolled in 1985-86). Some are concerned with the possible feminization of the profession over the next 20 years. We have not done a detailed analysis of these issues, but the general message is that careful studies should be conducted of the characteristics of the gender composition of the prospective teaching/administrative force.

More generally, the market forces from other professions and other jurisdictions, combined with a possible teacher shortage in the 1990s, could see a serious drop in the quality of available applicants. **In our view, the most satisfactory answer to the question of teacher selection is to raise the status of the teaching profession to a level where it is a highly attractive option compared to other professions.** Canada as a whole, and Ontario in particular, have come a long way in this respect. Teachers' salaries are high compared to those in other countries. We have serious objections to the flat, professionally unrewarding, salary structure of teaching. But there is a healthier base on which to build a high-status teaching profession in Canada than there is in the United States and elsewhere. Our various recommendations for enhancing the teaching profession should therefore help retain the best teachers already in the profession and should attract high quality candidates to it.

On the matter of admissions, we recommend:

Recommendation 5.1

That faculties continue to search for efficient ways to identify and assess the intellectual and social characteristics appropriate to teaching, in addition to academic criteria; that local teachers be represented on admissions committees; and that, where needed, recruitment programs be established for attracting minority and other special groups to the profession. Finally, that a comprehensive examination be made of trends in the gender composition of the teaching/administrative profession.

With respect to the academic preparation of entering student teachers, we hold no particular brief for *concurrent* over *consecutive* programs, on the assumption that both should be available. Concurrent programs make it possible to more easily integrate field and university work; consecutive programs make it easier for mature students, both in and out of universities, to enter the profession. We do recommend, however, major changes in the consecutive program and its liberal arts components. Concurrent programs should be similarly revised.

Recommendation 5.2

That universities endorse teacher education as a university-wide responsibility, and that incentives be established to facilitate the involvement of interested non-education faculty.

This recommendation means that some university-wide faculty would be involved in the preservice, undergraduate, induction and inservice activities appropriate to teacher education. University Task Forces may be one way of reviewing, planning and otherwise placing a high priority on the university's commitment and role in the continuum of teacher education.

We say it briefly, but it is a critical point. Faculty members in Arts and Science have something to contribute in their interaction with faculties of education, but they also have something to learn, including aspects of the teaching of their own disciplines. The process will only work if it is a two-way street.

Liberal arts, science and humanities curricula: We believe that universities need to find ways of having their faculties of education collaborate with other faculties in planning undergraduate, preservice, and inservice activities. It is clear from the responses to the draft report that the official position of faculties of education and of universities is to support collaborative arrangements between faculties and the universities proper. **University administrations should be encouraged to (a) cross appoint faculty of education members to academic departments (b) cross appoint members from academic departments to faculties of education and (c) establish collaborative curriculum planning committees both for the undergraduate program and for graduate programs, especially for the Master of Arts in Teaching (MAT) program.**

Recommendation 5.3

That the undergraduate liberal arts, science and humanities curriculum be cooperatively planned by interdisciplinary university teams composed, where possible, of faculty cross-appointed between education and departments of arts, sciences and humanities. New models with "cooperative" or field based components should be encouraged.

These teams might consider such matters as the offering of certain courses primarily, but not exclusively, for potential teachers and the specification of a minimum subset of liberal arts, science and humanities offerings deemed to be particularly valuable for potential teachers. (Such specification would parallel, to some degree, the notion of a "pre-med" curriculum within the universities.)

The co-op liberal arts programs for teachers in mathematics and French (proposed) at the University of Waterloo provide some insights into how the liberal arts degree could be radically redesigned to strengthen and integrate subject matter concentration and field based practica. In this instance, the liberal arts degree incorporates some of the features of the concurrent program, while engaging the university and the field in the enterprise.

Several points should be highlighted in reference to recommendation 5.3. First, major changes can and should be made to the undergraduate liberal arts experience of prospective teachers. Second, co-op programs (whether concurrent or in cooperation with consecutive programs) seems especially attractive for integrating theory and practice, and for determining one's suitability for teaching as a career. Third, while the Waterloo program focusses on secondary school teachers, similar new programs are required for elementary teachers. We must transcend the notion that strong liberal arts, science and humanities programs are more for secondary school teachers. There are many valuable ways in which these programs could be structured for prospective elementary school teachers.

The purpose of Recommendation 5.3, then, is to provide the opportunity for faculties of education and their university counterparts to reshape some aspects of the undergraduate curriculum. A four-year B.A. or B.Sc. would allow for more possibilities of specially designed courses and experiences and other sets of prerequisites for those contemplating teaching as a profession.

Professional Preservice Curriculum: Turning to our third area, *the preservice curriculum*, we begin by reminding readers of our discussion in Chapter 2. What is a reasonable objective for a preservice program? A fully qualified competent teacher, or a novice ready to take on the next step (classroom teaching) within a supportive learning framework? The question is relevant to the problem of "more and more" being squeezed into the preservice program as faculties find themselves subjected to demands from special interest groups.

The pre-professional curriculum in education faces the same difficulties as those found in other professions. Donald Schön, writing on the professions in general, recently advanced a revolutionary agenda for pre-professional education. He wrote that:

> *The professionals must rethink the epistemology of practice and the pedagogical assumptions on which their curricula are based and must bend their institutions to accommodate the reflective practicum as a key element of professional education* (Schön, , p. 18).

The deans of education (1983) have suggested that the best solution is to extend the one year of preservice education to two. But this is hardly revolutionary in Schön's sense and the curriculum would inevitably fill up with still more needed offerings as new government programs and social needs came along. The first priority for reform is to identify what is necessary for the beginning teacher in terms of knowledge, skills, and orientations. These matters would assume highest priority during the preservice program and would be built on later during an induction period, during which time more general background knowledge, for example, history of education, could be studied.

In short, we believe that a major overhaul of the overloaded preservice curriculum is required. We agree with the deans of education that the equivalent of an additional year is needed, but we think this should take place primarily in the context of schools through a program of induction (Recommendation 6.1). Before proceeding to the particular proposals we remind the reader that the implementation of recommendation 5.3 forms a vital backdrop to changes in the preservice program.

Recommendation 5.4

That each university undertake a thorough review and overhaul of its teacher education curriculum in light of the recommendations in this report.

When we turn to the question of what should be in the consecutive preservice curriculum, we part company with many of those who wrote to us giving various versions of a table of contents for the curriculum. This approach amounts to tinkering with a content which has more or less grown like topsy as different public needs were pressed upon the faculties and which, for the most part, is generally not seen as beneficial by student teachers. The one thing that student teachers, and those looking back upon their teacher education programs some years hence, tend to value is the practicum. It is no accident that this is the case. As Schön writes of the professions more generally, practitioners need to learn to practice. It is only later as skilled practice develops that practitioners may begin to theorize, and learn theoretical things, about their practice.

Recommendation 5.5

That the professional preservice curriculum adopt skilled reflective practice as its starting point and that collaborative programs with teachers, schools and boards of education and other agencies be designed which put the emphasis on skilled, reflective "doing" rather than upon background knowledge.

The preservice curriculum should, therefore, be seen as a working introduction to the practice of teaching. Theories of child development, methodologies for teaching and for the organization of subject matter, history and sociology of education and so forth should not, we believe, be taught as separate courses but should, instead, be woven into the fabric of a program conceptualized primarily as a practicum. Likewise, the myriad of special bits of knowledge teachers might need in special circumstances should either be left for non-university sources to teach or be built into a kind of resource bank to which all students have access and are taught to use.

An hypothetical curriculum for the preservice year is outlined below. This should *not* be taken as gospel but only as a suggestive outline to point out how the preservice curriculum *might* be reorganized around the notion of skilled practice.

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Outline of a Possible Preservice Curriculum

An Example Only

Purpose: The purpose of this hypothetical curriculum is to provide a transition from non-practice to teaching practice.

Principles: The transition is based on two principles, namely, that what one does is a function of who one is, and that to understand one's own education will enhance the

process *and* that doing something and then reflecting on it and getting feedback from experienced professionals is one good way to learn to perform (Chapter 3). The six points that follow are, with the exception of the first, a set of reflective practice topics which define this hypothetical preservice curriculum.

1. *Body of professional fact*

   A core body of professional and legislative fact should be prepared in the form of a resource bank (computerized as is feasible) and students taught to use it. No traditional teaching of its content.

2. *An understanding of self*

   Students should be required to reflect upon their own educational history and on their own beliefs, values and outlooks pertaining to education.

3. *Analyzing practice*

   Students should be given endless opportunities to analyze, and evaluate practice exemplars: books, films, case studies, curriculum materials, policies, and so forth.

4. *Observation and curriculum planning*

   Students should be given numerous classroom observation experiences structured to yield subsequent reflective seminar discussion which lead both to analysis and evaluation of what the students have seen.

5. *Participant observation/Vicarious teaching*

   At an appropriate point students should begin to function as teacher assistants while *not* being required to take responsibility for a class. Reflective seminars would revolve around the student's assessment of the day-by-day plans and of the long term purposes held by the teacher for the classroom.

6. *Trial Teaching*

   Student teachers should be given limited, guided, units for which they are responsible and which would be analyzed, debated and judged in an ongoing out-of-class seminar.

School-University Balance: Roughly equal time would be spent in schools and in university seminars during this hypothetical preservice curriculum.

Teachers of the Teachers: University faculty (teacher education faculty, foundations faculty, liberal arts and science faculty) and "mentor teachers" (Recommendations 5.6 and 6.5) would define the teaching staff.

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Properly structured, some, but not all, of the existing 'theoretical' material now introduced in preservice teacher education could be brought forward in the ongoing seminar or seminars surrounding these activities. The point is that the traditional curriculum material

would not be introduced as a course and, therefore, as an end in itself but would, rather, be there to provide understanding of some aspect of practice observed or participated in.

There are endless ways such an outline could be defined in terms of reflective practice seminars. And, of course, there are different ways one could name and structure the various components. The above example is offered only to illustrate a practice and person based alternative to existing preservice teacher education curricula: one which capitalizes on the positive practicum features now existing in preservice teacher education and which stresses reflective observation, analysis and evaluation. One of the most gratifying aspects of the reactions to our initial position paper was the number of ideas (new proposals as well as existing programs) for improving teacher education.

In general we believe a major overhaul of the overloaded preservice curriculum is required. Our preference is not to specify the details but to make mandatory the development and justification of practice based preservice curricula. We have assumed, for example, that special issues of regional importance could become part of the induction or internship curriculum. We also assume that the perennial problem of integrating practice and theory can be best addressed by considering and linking the relative roles of the preservice and induction components. In essence, focused work on the integration of practice and theory continues into the early years of teaching. For example, it is probable that foundation courses in their current form could be eliminated, and reintroduced in a more limited manner in a preservice component, as in the hypothetical example, combined with a new role in the internship period. The new role might integrate psychology, sociology, philosophy, and history into theory-practice seminars and clinical activities with titles such as "the nature of students", "how boys and girls learn science", "the impact of culture of the school and the community", "the role of new information technology in society" etc. Far from eliminating theory in favor of practice, it would heighten its impact on both thinking and practice.

The remaining *curriculum* aspect on which we wish to recommend is the *practicum*. In a one-year preparation, combined with induction and apprenticeship, the problem of the practicum shifts from what it is now. Indeed, the entire one-year preservice curriculum might, as in the hypothetical example above, be called the *practicum*. And, as we have said, co-op arts and science programs would, as one example, provide practicum experiences prior to the students entry to the faculty of education. Because we imagine innovative and experimental plans coming forward to link the university proper with school-based programs, we propose that a variety of practice teaching possibilities evolve. Some might involve a running seminar during the year and/or a summer program at the university run by a consortium of teachers and faculty; and some might define the entire preservice year.

Recommendation 5.6

That the school-based activities of the preservice curriculum, possibly called the "Practicum", be run cooperatively through the local consortia, with mentor teachers and faculty of education members, including foundations professors and cross appointed academic department members, playing key roles.

Recommendation 5.7

That "Clinical Schools" be identified for purposes of the practicum.

We imagine possibilities in which much of the academic teaching is done in clinical schools and in which students begin their preservice teacher education in association with Mentor Teachers. Novice teachers would then take various diagnostic and reflective courses to strengthen their practical and theoretical knowledge and skills. Faculty members in the liberal arts, sciences, and humanities should be encouraged to be involved.

We assume that *Mentor Teachers*, (or some other designated term), would be responsible along with faculty members at the university for the practicum. The Mentor Teacher and university faculty members would form a team in which mentor teachers would tend to lead in the school setting, while faculty members tend to lead in the university based reflective seminars. We also recommend that selected schools surrounding the university would become specially designated laboratories to work in cooperation with the university in preservice education. They would be coordinated, if possible, with induction (and indeed would serve the inservice needs of all teachers in these schools).

To create a sense of a clinical teacher education, resources will need to be channeled to the school, to create suitable space for a comparatively large number of student teachers, and for the conferences above and beyond those that will already take place through the "Teacher Centres" (Recommendation 1.1) in each school.

The recommendations for clinical schools and mentor teachers have the effect of replacing the existing sporadic placement of most student teachers. The proposed "Clinical Schools" *concentrate* the placement of student teachers in settings designed for learning, and accord rewards and prestige to participating staff.

Most of the written briefs were supportive of the concept of clinical schools. Some objected to the term clinical as having a medical connotation, and suggested the term "practice teaching school". We prefer the term clinical because it has a more comprehensive connotation which we intend. The most serious potential drawback to the notion of clinical schools, as pointed out in some briefs, is the possibility of elitism. We should note that clinical schools do not have to be entire schools. Divisions or departments within schools could be so designated as well as whole schools. Mentor teachers would also exist in other schools working with induction teachers and in other support roles. Mechanisms and criteria would have to be established for identifying clinical schools and staff. In any case, having specially designated practice teaching schools or divisions would enable the concentration of student teachers and mentors, and would benefit all concerned. Such benefits, in our view, outweigh the dangers of elitism.

Staffing and Program in the Faculties of Education: There are other problems of concern to the preservice program. Just as there is a split between faculties of education and other faculties within the university, there is often a split between "foundations" faculty and those responsible for teacher education within faculties of education. Although relevant Canadian studies have not been conducted, the pattern appears similar to one that has been researched in the United States. **Many professors of education quickly distance themselves from the teacher education component of faculties of education primarily for reasons of scholarship and status.** They often do not win the desired status, but they do tend to leave teacher education to a subset of the more practically oriented faculty within faculties of education. Furthermore, courses in the philosophy, psychology and sociology of education are often conducted in the same spirit as courses offered in departments of pure philosophy, psychology and sociology. We believe that the faculty split is, as a general rule, not in the interests of teacher education. Our recommendations on the curriculum, therefore, deal as well with the faculty.

Recommendation 5.8

> *That steps be taken within faculties to bring together foundations faculty and those responsible for other aspects of teacher education. Foundations faculty will then be directly involved in clinical situations whether they be at the preservice, induction or other periods.*

Three special curriculum concerns remain to be discussed: francophone needs; certification of technical teachers; and needs for teachers for children in native communities.

As noted earlier in the paper, the francophone educational community is concerned about

the limited opportunities for preparation of francophone teachers. An additional secondary school francophone option should be available at Laurentian. Also, an additional secondary anglophone program would be of benefit at Nipissing.

Recommendation 5.9

That consideration be given to the establishment of additional secondary teacher education programs at Laurentian and Nipissing in the appropriate language of instruction.

The second special consideration has to do with certification of technical teachers, and to some extent, industrial arts teachers. Traditionally, experienced craftsmen and artisans enter the teaching profession by 'special case' routes. These need to be maintained and collaborative school-faculty-community relations and exchanges encouraged. University and faculty of education offerings may not be appropriate for initial preparation or retraining, particularly of technical teachers, and yet at present, technical courses given by industry, or by Colleges of Applied Arts and Technology (CAATS), cannot be applied for certification. Faculties by themselves, both in terms of staff and technology are not equipped to meet the need. It is time to consider new collaborative approaches.

Recommendation 5.10

That certification requirements for technical teachers be reviewed, and that collaborative programs involving faculties, CAATS, school boards and industry be examined.

The third special issue that requires particular attention is the need for teachers of native languages, such as Cree and Ojibway, to work with students in native communities. Special provisions have been made for certification of such teachers, and these provisions should continue, but in addition, efforts should be made to attract and encourage more persons from native communities.

Recommendation 5.11

That consideration be given to the establishment of community-based programs for training teachers in native communities.

Staffing and program in faculties of education: Our final set of recommendations on preservice teacher education focus on priorities for faculties of education. **Research and social commentary are the particular strengths of a university. These should, in our view, pervade its faculty of education staff in the same way as they should pervade the university as a whole.**

Recommendation 5.12

That faculties of education be inquiry-oriented both in the sense of doing basic educational research and in creating and reporting upon innovative experimental teacher education programs.

Graduate programs have an especially important role in research and knowledge production and dissemination. They should continue in the direction in which they now seem to be developing, that is, focusing on the latest knowledge, grappling with the two-way relationship between theory and practice, providing part- and full-time graduate students with the experiences and opportunities necessary for critical consumers and producers of knowledge. We also believe that more clinical school-based collaborative research is needed, in which graduate professors, graduate students, and innovative teachers work collaboratively in schools in a laboratory fashion.

The central point is that all university professors, not only those involved in graduate programs, should be publishing, documenting, and disseminating all types of research and program knowledge. Scholarly journals should not be the only outlet. The need is for the knowledge to be generated, widely accessible, and assessed by peers. Research in faculties of education should not, of course, be restricted to the study of teacher education, but, currently, teacher education is probably one of the least studied of the educational areas.

As we have noted, the turnover of teaching staff in the faculties of education is expected to be high in the next few years. Here is an unusual opportunity to renew the faculties and to direct them on a course of inquiry into the practice of education.

Recommendation 5.13

That steps be taken to ensure that universities place a high priority on the staffing of their faculties of education in the immediate years ahead.

Staffing plans must address the balance and the integration of research and clinical components. Some clinical needs may be best addressed through secondments from practitioner ranks. Apart from the needed resources, the main staffing recommendation also implies that recruits give evidence of a scholarly, inquiry-oriented career. We expect that faculty will have or will acquire research doctorates. **Faculties of education must also bear in mind that people with research doctorates outside of education may play a crucial role in a teacher education faculty.** Representatives of the university proper and teachers selected from the highest teaching ranks as indicated in earlier proposals might be represented on selection committees. Ultimately, traditional university criteria of scholarship, adapted and re-interpreted in the light of an idea of reflective practice, needs to govern the process. There are those who worry that the application of university criteria will yield a lack of relevance. Some stated to us that a faculty of education member's role is to translate knowledge and not to generate it. We emphatically disagree with this one-sided interpretation. We believe that faculty members should manifest a spirit of inquiry and an understanding of the character of research and that this, properly tempered with an understanding of practice, is what is needed in the faculties. Faculty members should not try to do what excellent mentor teachers are best at doing.

We recognize that some universities in Ontario will have difficulty recruiting faculty of the kind specified. Incentive plans and special arrangements could be made such that people of promise be hired into the faculties and gain their degrees in English or French over their first few years of university teaching. We could imagine incentive plans in which the cost of a one-year leave could be financed jointly through government stipend, university leave and the candidate. Recruitment of minority faculty appropriate to certain needs could also be accommodated in such a plan.

In the short run, in addition to out of province hiring, modifications will be needed in some aspects of doctoral programs at OISE and the University of Ottawa. The latter should institute a small D.Ed. program in addition to its Ph.D. Some doctorates taken at OISE or University of Ottawa could be designed to include short internships at other faculties or in other university departments. Similar doctoral programs could be designed for any prospective faculty of education members. In time, some faculty may be drawn from the upper levels of teaching ranks, using people who have obtained doctorates.

On a more general topic, we indicated in Chapter 2 that there is a problem with the quantity and quality of research and publication in faculties of education. The Appraisals Committee of the Ontario Council on Graduate Studies (1986), following their periodic review of faculties of education, wrote that their major concern "centered on the quality of the research and scholarship of the faculty" (p. 2). While the situation is comparatively bad in the publication of general educational research, it is abysmal in the lack of published descriptions, evaluations and theoretical explanations of experimental teacher education programs.

Recommendation 5.14

That the conduct of inquiry in teacher education programs and the publication of results be an important criterion in the promotion of faculty of education members.

To encourage faculty inquiry, small grants to faculty members or faculty-teacher teams could assist them to research, document, write-up and disseminate the results of alternative programs.

But these matters are minor compared to the primary support condition necessary to the development of proper research and development programs, namely, the existence of an active graduate studies program. The university is best able to work with the theory and knowledge which underpins practice. **For this reason we believe that the long-term goal ought to be the evolution of faculties with strong practice-based research faculties with a correspondingly strong teaching role in graduate studies.** We therefore recommend:

Recommendation 5.15

That a long-term policy direction, negotiated with OCGS and other interested parties, be the evolution of expanded graduate studies offerings in faculties (M.A.T., M.Ed., Ed.D., Ph.D.) that reach a critical mass via their faculty recruitment programs.

This recommendation tends to fly in the face of 'efficiency' measures designed to trim the universities according to function. But, as long as teacher education is to be part of the university mandate, there is no other viable route in the end than to have a faculty capable of offering graduate programs. As the strengths of the teaching profession, through clinical schools and mentor teachers, evolve to handle more of the preservice program, it might be feasible to begin to define a subset of existing faculties who would take on the imagined graduate level role. In this way faculties would better be able to attract and retain high quality faculty for purposes of providing the best possible advanced forms of professional development for teachers.

Consider, for example, the situation at Brock University. The Department of Graduate Studies at Brock consists of 16 full-time, tenured faculty, all of who have an earned doctorate. In addition, 8 faculty members from the preservice department offer courses within the department making a complement of 24 faculty qualified for instruction at the graduate level. Brock has a faculty complement capable of offering a full range of graduate programs. In order to preserve an inquiry spirit within the faculty, retain inquiry oriented faculty and recruit others Brock needs to be in a position to offer programs other than the M.Ed. In this way expand their services to include the most advanced professional development for teachers. Some other faculties are in a similar position and others who choose to move in this direction could be encouraged.

6. Supervised Reflective Practice: A Link Between Preservice and Inservice Education

We have emphasized the importance of the career continuum, with the early professional years seen as a critical time for learning. The current system, with its abrupt and unconsidered transition from preservice to teaching, destroys the notion of the continuum before it gets started. When professionals say they have learned best "on the job" they usually mean they have learned through trial and error. The trouble is that learning by trial and error often works badly in the early years. It is hit or miss, inefficient, and painful; it operates without access to experienced professionals and to conceptual frameworks that might be helpful in interpreting situations, taking action and examining effects. New approaches to the concurrent and consecutive preservice curriculum, as previously outlined, can provide a better start, but it is only a start. Some form of supportive internship is needed for any newcomer to the fulltime profession of teaching.

For the above reasons, structured, supervised induction and apprenticeship form a necessary part of our recommendations.

Supervised reflective practice is a special case of reflective practice. We mean this term to define situations in which teachers and others deliberately work with each other with an eye towards the improvement of their practices. *We refer to three definable phases: practice teaching, internship, and apprenticeship.* "Practice-teaching" takes place in the preservice program, and may, in the light of the recommendations of this report, be taken to define the entire year (see the example curriculum above) or, more likely for most faculties, some part thereof, or components across several years as in the concurrent and co-op programs. We distinguish between "internship" and "apprenticeship" on the grounds that an "apprenticeship" is traditionally defined as a novice working with a master to learn specific skills and trades via a process of modelling, *whereas* "internship" refers to familiarization with the profession as a whole and takes place, not only under the guidance of a master "mentor teacher", but through contact with other professionals, administrators, and university personnel. Apprenticing, for example, is especially valuable in education for the learning of special skills such as administration and supervision, and for learning of the teaching of special areas such as basic level science and so forth. Having addressed preservice in section 5 we now define and make recommendations on *internship* and *apprenticeship*.

Properly designed internship and apprenticeship programs in education would be a particularly powerful way for teachers to enter the profession, while at the same time recognizing teachers of outstanding accomplishment who would serve as mentors.

In regard to *internship*, the problem of introducing teachers to professional practice is currently receiving widespread attention throughout the world. As was indicated in Chapter 2, graduates of preservice teacher education programs are not ready to handle full teaching loads. Two of the concomitants of this understanding, however, are often overlooked. First, beginning teachers are over-paid relative to experienced teachers. Second, students are being short-changed by board practices of hiring full-time novices and putting them, without supervision, into full-time classroom teaching duties. The first of these points received criticism in response to the draft report. Still, it is difficult for us to believe that an inexperienced teacher is different from an experienced teacher by only the increment noted in the salary differential. Generally speaking, a person should not begin teaching full-time without prior supervised teaching experience.

Recommendation 6.1

That there be a two-year internship period defined as the equivalent of 10 months full time, with a 50 per cent teaching appointment in each of the two years.

Interns would hold an interim teaching certificate and would be regular members of

teacher federations. Interns would receive a salary, the amount to be determined (see the section below on financial implications). Interns would be qualified to teach through the interim certificate and would teach under the general supervision of a mentor. There are practical considerations. First, for those who are hired on as teachers schedules would have to be arranged to accommodate the 50 per cent timetables. This would be less difficult at the secondary level. At the elementary level, there are already many examples in the province of shared teaching appointments, although any new arrangements would have to be worked out carefully. Second, if a graduate does not obtain a teaching appointment provision would have to be made for those who wish to meet their two year internship requirement. This option could easily be arranged, and could provide a possible route to a permanent teaching position in the boards in which the internship occurs. It would also be possible for those who do not obtain positions to combine their internship with a job as teaching assistant (recommendation 1.4). Special programs with appropriate monetary compensation could be established to provide the intership experience for those who do not obtain teaching positions immediately.

The focus of the internship program would be *supervised reflective practice*, under the guidance of one or more *mentor teachers* and university. The period of internship would be devoted to developing professional expertise through teaching practice, observation and reflection. School-based practice would be supplemented by seminars organized with faculties of education. Interns would explore in greater depth aspects of practice that had been only briefly introduced in the preservice year. Some skills, topics, concerns and issues are best treated in the "laboratory" settings represented by local school board and classroom settings. Such programs will allow each region or school board to focus on its own priorities, which will vary with the nature of the schools; urban or rural, public or separate, anglophone or francophone, and so on. The shift to an on-the-job focus is necessary for interns to begin to think of themselves as professionals in practice.

The internship program, even more than the preservice program, requires the collaborative efforts of all major stakeholders, faculties of education, school boards, federations, and mentor teachers in the schools. As one submission eloquently stated, "..teacher education is seen as life lived professionally and constantly renewed within school settings." The internship sets the pattern for the entire career. Although the internship would be based in schools, we envisage several agencies being involved in the development of program content. The overall framework could be set by the OCTE, with local consortia helping to determine local emphasis.

Many submissions raised questions about the cost of the proposed induction-apprenticeship programs in the draft position paper. These questions are legitimate and important, in that an induction program would have substantial costs attached (see below). However, many of those who rejected proposals on induction and apprenticeship suggested as an alternative an additional preservice year, reviving the 1983 proposal made by the deans of the faculties of education. This would be at least as costly and would have less lasting impact in our view.

As commonly agreed, the preservice program is overloaded. More fundamentally, we believe that any thinking is misdirected if it assumes that the preservice program, by extension to two years within the faculties, could ever be up to the task of covering and anticipating the multiple situational demands in diverse communities now and in the future. It is during internship that many special issues can be addressed in more depth. Professional development needs relative to teaching in separate schools, francophone schools, private or semi-private schools, multicultural settings, Native populations, rural communities, the inner-city, etc., can and should form part of the curriculum of the internship period.

The apprenticeship defined as one of the activities to take place during the internship period, would be ideal for introducing teachers to special needs areas. This transfer of the preservice curriculum means that the formal responsibilities of the faculties carry over to

the internship period in collaboration with schools. We would expect a variety of models to be developed, but all programs would contain both academic and practice components. Internship activities would take place in both university and school settings.

Novice teachers would have the opportunity to work alongside innovative experienced teachers for short periods of time. We suggest that many apprenticeships occur outside one's own school. The total time, for example, given to apprenticeship during internship might be the equivalent of 10 percent of the normal teaching days. Much of this time could be accounted for by the regularly assigned professional development days.

We realize that certain practical matters pertaining to the newly proposed certification system must be considered, such as interprovincial agreements, what to do with preservice graduates who do not obtain positions immediately, and the like. An internship program, however, is essential to producing an effective teaching force.

Recommendation 6.2

That teachers be awarded an Interim Teaching Certificate following the preservice year in the faculties of education, and that the Permanent Teaching Certificate be granted following successful completion of the internship program..

We imagine that, in ordinary circumstances, teachers, depending on arrangements, would be granted a permanent certificate two years after granting of the B.Ed. degree, upon successful completion of the induction program.

We believe that people with broad experiences related to teaching should be able to request a reduction in the number of internship months required. This has become particularly important in recent years, since increasing numbers of people with other careers are entering teaching.

We also believe that the internship period should have a strong screening effect. As noted earlier, admissions criteria are too weak to be relied upon either by the novice teacher, the university, boards, or the profession. More rigorous screening should take place than is now the case. Admittedly, the burden of effort during the one year equivalent of internship should be given over to supervised reflective practice and, thereby, to the improvement of teaching skills. And, in most cases those not appropriate for teaching should be identified much earlier, as they would be given some of our recommendations in the previous section. But the internship should also be a period in which candidates not suitable for teaching are counseled out of the profession. **The internship period should not merely become a waiting period for permanent certification.**

Recommendation 6.3

That internship programs be conducted through joint agreements among school boards, the profession, and local universities, involving local consortia.

To conclude this discussion of induction on a more general note, we suggest that internship and apprenticeships of the type discussed should not be restricted to beginning teachers. They would encompass the full range of professional roles: principalships, superintendencies, directorships, consultancies, and co-ordinatorships. Apprenticeships should occur in curriculum planning, professional development, administration at all levels, and for teachers changing areas of specialty, across subjects, and across divisions and panels. The vice-principalship, now defined as the first step of a long administrative line, could, for example, be treated as an apprenticeship under a head administrator-teacher.

Recommendation 6.4

That apprenticeships be designed for the professional roles of principal, superintendent, director, consultant, and coordinator, as well as more ad-hoc apprenticeships when teachers shift areas of expertise.

Recommendation 6.5

That specific teachers be named with an appropriate title such as Mentor Teacher, for the internship period (and also for the preservice year). Release time for Mentors will be necessary, as will training Mentors.

The term *Mentor Teacher* (or something equally appropriate) ought to replace the current *Associate Teacher* designation since this has come to be an onerous and generally poorly rewarded position. Another reason for dropping the term "Associate Teacher" is that it has come to be identified as a university associate implying a second rate status, whereas our emphasis is on the expertise within the profession. Many mentor teachers would work in *clinical schools* and would therefore, be involved with the preservice curriculum, as well as playing a major role during the internship period. They would in effect be teachers of the teachers with the same responsibilities as faculty of education members for leading seminars and doing observations, tutoring and evaluation of student-teachers. Inservice training programs would have to be set up regionally for mentors. The revised MAT (recommendation 4.4) would be one but not the only possibility.

More generally, we envisage mentoring and other related matters, not only as individual activities, but also as organizational phenomena. The work of mentors, inductees, and other internal and external support personnel would focus on the curriculum goals of schools, school boards and the province as worked out by those at the local level. The power of this concentration for addressing multiple tasks in an integrated manner could be enormous.

We propose that Mentor teachers have a status and salary comparable to the principals and supervisory officers and that where appropriate they be employed on 12 month contracts. During the summer months mentor teachers would assume responsibilities in a similar way to supervisory officers and principals. We imagine that they would be involved in work such as curriculum development; design of school and board curriculum policies; planning the proposed internship programs; running seminars for potential student-teachers (Some out-of-province universities have entré programs of this sort for student-teachers); and engaging in their own professional development activity.

Proposed Programs with Cost Consequences

Although all the recommendations involve some costing questions, some do not have substantial cost implications. These include trying out different administrative arrangements within a school, increased cooperation between different groups within faculties of education and within universities, and the creation of clinical schools. Other recommendations however, cannot be realized without a full consideration of the required financing, and how such monies might be generated.

We have identified the following recommendations as ones requiring significant additional funds.

We gave considerable thought to the question of costing because, in the end, ideas, programs and finances are so closely interwoven. Major cost proposals were discussed with the Teacher Education Review Steering Committee. The principal areas discussed, identified by recommendation number, were:

- 6.1: Internship program
- 6.5: Mentor Teachers
- 1.1: Teacher Centres
- 1.4: Teaching assistants and clerical assistance
- 3.2: Ontario Council for Teacher Education
- 3.1: Local consortia

From the discussions it is clear that even if specific program suggestions are acted upon, cost estimates could prove to be wildly wrong, since shack or castle decisions could eventually prevail. Doubling the number of mentor teachers would radically increase costs: implementing the notion of mentor teachers while paying them nothing extra would sharply reduce costs. Each choice has consequences for program and, hence, for the education of Ontario children. For instance, naming a group of teachers "mentors" but paying nothing for the position would yield no educational benefits for children.

Major decisions will need to be made on the formulas for allocating funds and to whom those funds are allocated. The key players in this respect are the faculties, boards of education, local consortia, and the Ontario Council for Teacher Education. Some decisions will undoubtedly follow logically and some, particularly with the introduction of the local consortia and OTCE, will involve political and collaborative considerations.

Many decisions need to be made which are neither primarily programmatic nor financial. They are decisions having to do with a balanced, timed, introduction of a complex set of ideas and programs. High cost programs such as the internship may, for instance, be introduced gradually in one or more faculties who advance compelling proposals for action. Other low cost programs may require initial incentive grants to encourage experimental low cost approaches. The proposed administrative arrangements for schools is one such example.

Overall, it is our sense that a great deal might be done with a comparatively modest financial investment. Ontario could have one of the most innovative teacher education programs world wide. It would be special not only in how new teachers are educated and inducted into the profession but also in its capacity to link inservice and preservice in a continuum that yields continuous upgrading of the teaching profession with corresponding consequences for the quality of education provided in Ontario schools.

Conclusion

We will not attempt to recapitulate the argument of the full report. One way of picturing the proposed continuum is seen in Figure 2. Our proposals are designed to support the teaching profession in a process of progressive mastery over complex responsibilities. Furthermore, if acted upon they should place Ontario in the forefront of national and international development in teacher education -- a position which it does not now enjoy.

We stress that this document is a framework for action. It is meant to stimulate further debate, but also to result in immediate action. There are many dilemmas and difficulties in the reform of teacher education. We believe the earlier version of our report contributed to a lively and careful consideration of the direction that teacher education in Ontario should take. Our own views were certainly modified over the last few months, and we gained from listening to, participating in, and learning from, the discussions. We hope the discussions will continue, but in the context of new program developments and needed policy reforms.

As noted earlier, we have not attempted to address all the matters brought to our attention, nor have we put an exact price tag on the recommendations. Our discussion and suggestions about financing indicate the direction we think such considerations should follow. We reiterate that flexibility and diversity are important through all stages of the continuum.

It is said that the Chinese word for crisis also means opportunity. The reverse may also be true. Ontario does not have a crisis in teacher education, but there is by happenstance a confluence of conditions that present a once in a generation opportunity to make a difference. To return to the Chinese, behind every opportunity lurks a crisis. Crises can be turned to advantage. Opportunities can be blown. The time for action is now.

Epilogue

Upon receipt of the final report of the investigators, the task of the committee, then, was to draw together all their information and to set directions for change. Because of the complexity of the issues, and especially because of the range of key interest groups whose cooperation would be essential if these issues were to be resolved – the university community, the professional organizations, trustees and government – another round of consultation was deemed necessary. This consultation, in effect, tested the implementability of the proposed directions, as well as refining them and developing new ones where necessary. Accordingly, in the spring of 1988, sixty-five members were invited to participate in a two-day conference to work together on the contents of the final report. Following this conference, the committee completed it's work. The committee also commissioned a study on the supply and demand of teachers (Smith, 1988). The Final Report of the Teacher Education Review Steering Committee, September 1988, submitted to the government, contained the following recommendations:

7 Governance

Recommendation 7.1

It is recommended that a provincial advisory council known as the Ontario Council on Teacher Education (OCTE) be established by September 1, 1989.

Recommendation 7.2

It is recommended that the Council be comprised of sixteen members to be appointed by the Minister of Education in consultation with the Minister of Colleges and Universities. There should be four members from each of the four constituencies in teacher education: universities (three representatives from OADE, one representative from COU), Ontario Teachers' Federation (two representatives from the OTF Professional Organization, two representatives from the field), government (three representatives from the Ministry of Education, one representative from the Ministry of Colleges and Universities), school boards (two representatives from the Ontario School Trustees Council, two representatives from supervisory officers organizations). In appointing these members, regional, religious, and linguistic interests should be represented.

Recommendation 7.3

It is recommended that the Minister of Education in consultation with the Minister of Colleges and Universities appoint one full-time executive director and one full-time assistant executive director. Both the executive director and assistant executive director will sit at ex-officio members of the Council. In addition, it is recommended that there be appropriate staff, secretarial support, and financial resources (including research funding) sufficient to fulfill the Council's mandate.

Recommendation 7.4

It is recommended that the mandate of the Council be to advise the Minister of Education and the Minister of Colleges and Universities on:

A) All aspects of the certification of teachers;

B) Policies and regulations concerning admissions to teacher education institutions, pre-service programs, induction programs, and in-service programs;

C) The process of review of new and existing programs at the pre-service, in-service and graduate levels;

D) Strategic planning and priority setting in general; annual reporting concerning the supply of and demand for teachers in specific; and

E) Funding for research projects in teacher education.

It is further recommended that the OCTE:

Promote improved coordination and dialogue among the constituent groups involved in teacher education and articulate the elements of the continuum of teacher education; and

F) Foster a climate of innovation and continued improvement in teacher education.

Recommendation 7.5

It is recommended that the OCTE be responsive to teacher education concerns related to the distinctive characteristics and needs of the Franco-Ontarian education community, particularly with respect to those considerations which involved the fostering and maintenance of cultural and linguistic identity.

Recommendation 7.6

It is recommended that:

A) The Ontario Council of University Affairs (OCUA) consult with the OCTE regarding any review of new and existing teacher education programs prior to making recommendations to the Minister of Colleges and Universities; and

B) The Ontario Council of Graduate Studies (OCGS) consult with the OCTE regarding graduate studies, as appropriate, prior to making recommendations to OCUA.

Recommendation 7.7

It is recommended that in addition to preparing an annual report, the executive director of the OCTE would be responsible for reporting regularly to the Deputy Ministers of both ministries.

Recommendation 7.8

It is recommended that the primary responsibility for teacher education be placed in the Ministry of Education, and that a distinct teacher education branch be established in that ministry. This teacher education branch would work closely with the staff of the OCTE and faculty at teacher education institutions.

Continuum

Admissions

Recommendation 7.9

It is recommended that the OCTE monitor admissions procedures, report on significant practices and innovations, and make recommendations related thereto.

Recommendation 7.10

It is recommended that the OCTE investigate the establishment of sets of pre- and co-requisite courses in the undergraduate degree with a view to recommending for the academic year 1995, such as a set of requirement for undertaking or receiving a Bachelor of Education degree.

Recommendation 7.11

It is recommended that standard procedures for calculating academic average be established by the OCTE in consultation with the faculties of education.

Recommendation 7.12

It is recommended that the OCTE consider the development of a common experience profile to be used as part of the admission process.

Recommendation 7.13

It is recommended that the OCTE consider the feasibility of projects to develop and validate instruments to measure aptitude for teaching for both anglophone and francophone candidates. If the results of these projects prove positive then the instruments will be recommended to the faculties of education for use as part of the selection process.

Recommendation 7.14

It is recommended that the OCTE report annually on the short- and long-term supply and demand requirements for teachers in the Province of Ontario.

Recommendation 7.15

It is recommended that the OCTE, in conjunction with the faculties, be responsible for finding means to accommodate the need for teachers in high-demand subject areas or levels.

<u>Teacher Preparation Program</u> (Pre-Service and Induction)

Recommendation 7.16

It is recommended that the teacher education institutions adapt their pre-service curriculum to ensure that they include the five basic components:

- *The context of teaching;*
- *The theoretical basis for teaching and learning;*

- *Pedagogy;*
- *Curriculum studies;*
- *Field-based experience.*

Recommendation 7.17

It is recommended that faculties in conjunction with school boards and their associate teachers, and with the support of professional organizations, develop strategies to ensure that the practicum is appropriate and reflective of the pre-service programs, and that these strategies be forwarded to the OCTE, for review, analysis and dissemination.

Recommendation 7.18

It is recommended that the OCTE in consultation with school boards, faculties of education, and professional organizations investigate ways of addressing selection criteria for associate teachers, their preparation, and the recognition (both professional and monetary) of their valuable contribution to the teaching profession.

Recommendation 7.19

It is recommended that the OCTE initiate studies to:

A) Determine the spectrum of programs and resources available through faculties and community colleges (CAATS) in areas such as primary education and technological studies;

B) Determine how the resources of the CAATS can be used to assist the faculties in the preparation of teachers; and

C) Determine the feasibility of introducing early primary/primary concentration in the pre-service years.

Recommendation 7.20

It is recommended that the OCTE investigate methods to increase the participation rate of students of native ancestry in teacher preparation programs.

Recommendation 7.21

It is recommended that, by September 1995, an induction phase be mandatory as part of the teacher education program, with exemptions given to boards for special circumstances. In the intervening years, incentive monies should be made available for individual projects. The OCTE will be responsible for development, selection, and evaluation criteria for these projects.

Recommendation 7.22

It is recommended that the allocation of time in the year of induction would be eighty percent teaching responsibilities and twenty percent for professional development.

Recommendation 7.23

It is recommended that the OCTE in conjunction with school boards, faculties of education, and professional organizations investigate ways of addressing selection criteria and appropriate preparation for mentor teachers.

Recommendation 7.24

It is recommended that the Government of Ontario assume the additional costs associated with the piloting and full implementation of the induction phase.

In-Service

Recommendation 7.25

It is recommended that the OCTE develop for the use of the education community an up-to-date information base on current activities and research in professional development, effective in-service programs, and sources of funds for in-service education.

Recommendation 7.26

It is recommended that the OCTE provide incentives to facilitate the involvement of practicing teachers in on-site research projects.

Recommendation 7.27

It is recommended that the OCTE review, in conjunction with appropriate agencies, policies of admission to, and availability of graduate education programs for all teachers. Particular attention should be given to problems regarding denial of access because of distance or language.

Recommendation 7.28

It is recommended that the OCTE investigate and report on existing teacher centres, with a view to assisting teachers, schools, and boards in the establishment and development of centres appropriate to their circumstances.

Recommendation 7.29

It is recommended that the OCTE examine current collective professional development programs and practices across the province in order to make recommendations concerning implementation of major curriculum policies initiated in the province.

Recommendation 7.30

It is recommended that the OCTE give priority attention to the strengthening and refinement of the additional qualification course system, with particular reference to: review and evaluation of course offerings in individual subject areas; co-operative course development in response to emergent needs; preparation of resource materials and handbooks for each AQ course; addressing problems of course availability and access; and other relevant concerns.

Review and Approval of Programs

Recommendation 7.31

It is recommended that existing teacher education programs be reviewed regularly, with the frequency to be established by the OCTE. The OCTE, in consultation with the faculties and COU, will formulate the criteria and procedures for these reviews, and for the publication of the results of these reviews.

Recommendation 7.32

It is recommended that proposals for new or expanded pre-service and in-service programs that require approval of OCUA be approved by the OCTe before submission to OCUA. Any proposal to OCUA should include the views and recommendations of both the OCTE and the relevant university.

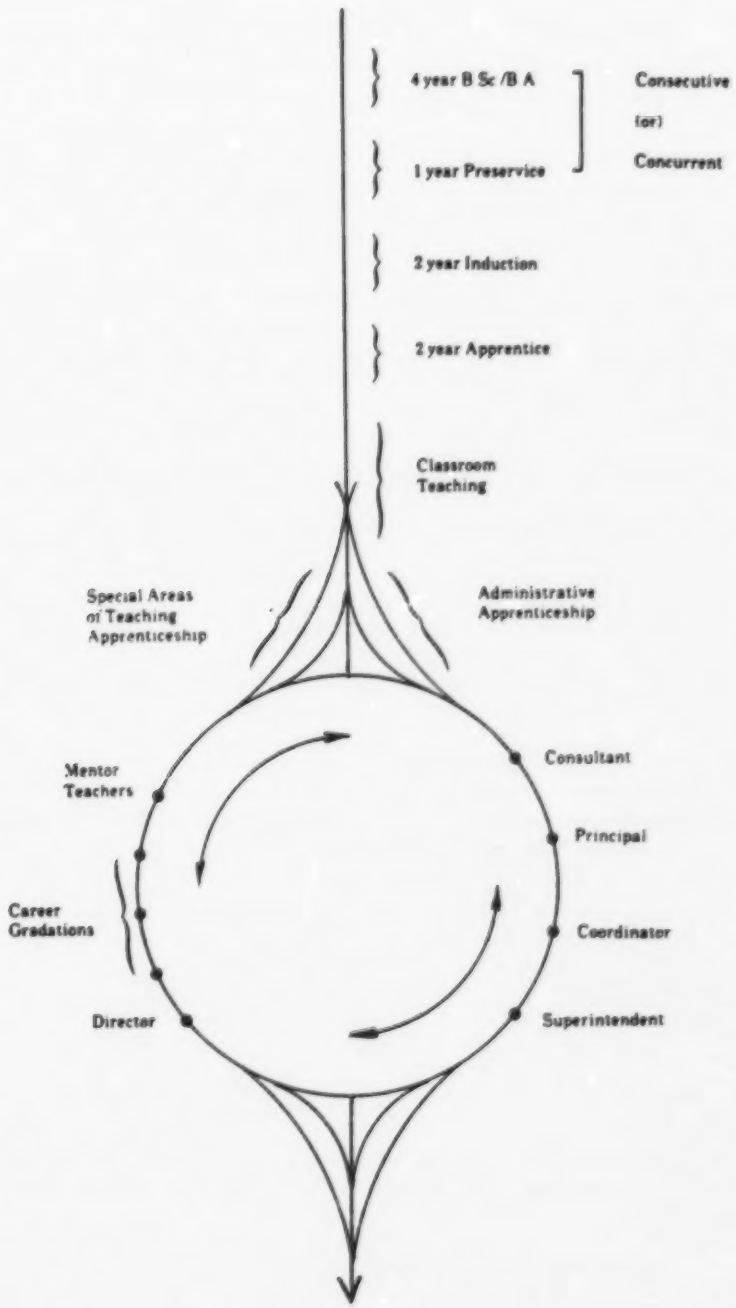
Recommendation 7.33

It is recommended that the quality of graduate programs should continue to be reviewed by OCGS. However, because of its responsibilities in teacher education, the OCTE will advise OCGS on:

- *Special needs and circumstances of teacher education;*
- *Criteria and special consultants to be used for graduate reviews;*
- *Admission requirements to graduate programs; and*
- *Supply of and demand for graduate degrees.*

On February 28, 1989, the Minister of Colleges and Universities and the Minister of Education jointly announced, to the legislature, the formation of an Ontario Council for Teacher Education which will advise both ministers on the implementation of key recommendations of the steering committee and to provide ways of shaping a quality teacher education process to benefit both teachers and students. As well, it was announced that a new branch, the Centre for Teacher Education, will be created within the Ministry of Education to provide a new focus for policy development and implementation in the field of teacher education. At the same time, the final report of the steering committee, and the supply and demand study were released.

Figure 2: The Continuum of Teacher Education



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Appendix 1: - Location of Faculties of Education

Appendix 2: - List of Individuals and Organizations Who Responded to the Teacher Education Position Paper

Individuals ("I"):

I-1. Allen, G.R., Principal: McGregor Easson Elementary School, Ottawa

I-2. Ambury, George G., Faculty of Education, Queen's University, Kingston

I-3. Amenta, S.A., 46 Beacon Road, Scarborough, Ontario

I-4. Balfour, Keith, Principal: Duntroon Central School, Duntroon, Ontario

I-5. Beatty, John, Superintendent of Educational Services: The Carleton Board of Education, Nepean, Ontario

I-6. Barnett, Robert C., Associate Dean: Faculty of Education, Nipissing University College North Bay, Ontario,

I-7. Belanger, W.A., Associate Professor: Faculty of Education, University of Ottawa

I-8. Bell, Linda May, Student: OISE, Dept. of Curriculum (with Ralph Magel)

I-9. Boyd, Dr. J., (c/o Mr. R.A. Wollaston.) Coordinator: Schools for the Blind and Deaf

I-10. Brown, J. S., Superintendent: Hastings-Prince Edward County R.C.S.S. Board, Belleville

I-11. Buckingham, A. Bruce, Principal: The Stratford Central Secondary School, Stratford

I-12. Butt, Larry, Stratford Northwestern Secondary School, Stratford

I-13. Cachagee, W.L., Chairman: Wabun Tribal Council, Chapleau Area Bands Administration, Chapleau, Ontario

I-14. Chan, Ms Betty, 21 Sandbourne Crescent, Willowdale

I-15. Chase, Stephen, Slate Falls Public School, Slate Falls (via Sioux Lookout), Ontario

I-16. Coughlin, Michael J., Principal: Holy Rosary School, Belleville

I-17. Dalin, Per: IMTEC, Oslo, Norway

I-18. Darling-Hammond, Linda, Director: Education and Human Resources Program, The Rand Corporation, Washington, D.C.

I-19. Dodgson, Miss Janet L., 746 Quebec Street, London, Ontario

I-20. Edwards, Miss Louise, 1094 Cromwell Drive, Ottawa, Ontario

I-21. Eisner, Dr. Elliot, School of Education, Stanford University, California.

I-22. Freeman, Dr. Mac, Faculty of Education, Queen's University, Kingston

I-23. Gabriel, Doreen H., 1533 Colborne Road. Sarnia, Ontario

I-24. Gideonse, Hendrik, Professor: College of Education, University of Cincinnati, Ohio

I-25. Greger, Professor Doug, Faculty of Education, University of Ottawa

I-26. Griffin, Gary A., Dean: College of Education, The University of Illinois at Chicago, Chicago, Illinois

I-27. Harper, Frank B.W., Acting Dean: Faculty of Education, The University of Western Ontario, Althouse College

I-60. Hartleib, Mrs. C. (see Pembleton), William Armstrong Public School, Markham

I-29. Heap, Jim: OISE

I-30. Hickcox, Edward S.: OISE

I-31. Hodges, Joan, Trafalgar Drive, R.R. #2, Shanty Bay, Ontario

I-33. Holmes, Eric, Erin District High School, Erin, Ontario

I-34. Hopkins, D., Institute of Education: Cambridge, England

I-35. Huberman, Michael, Faculty of Psychology and the Science of Education, University of Geneva, Switzerland

I-36. Hush, John C., 750 Platt's Lane, London, Ontario

I-37. John, Dr. D.G., Associate Dean (Special Programs): Faculty of Arts, University of Waterloo

I-38. Johnson, A.J., Assistant Professor: Faculty of Education, Nipissing University College, North Bay, Ontario

I-39. Jones, Alice, Lansdowne Public School, Sarnia

I-40. Joyce, Bruce: Far West Laboratory

I-41. Kilbourn, Brent: OISE, Department of Curriculuim

I-42. Kondor, Dr. George A., 169 Evans Street, Thunder Bay, Ontario,

I-43. Korchuk, S., Education Officer: Central Ontario Region, Ministry of Education, Willowdale, Ontario

I-44. Korteweg, Dr. L. Larry, Associate Professor: Lakehead University, Thunder Bay

I-45. LaValle, Marcello, St. John Fisher School, Bramalea

I-46. Leithwood, Ken: OISE

I-47. Liston, Dan, Assistant Professor: Department of Education, Washington University in St. Louis, St. Louis, Missouri

I-48. McCall, Robert J., Director of Education: The Timiskamig Board of Education, New Liskeard, Ontario

I-49. MacDonald, J.H., Principal: King George School, Peterborough County Board

I-50. MacKinnon, Linda, Superintendent of Schools: Timmins

I-51. MacMillan, Ms. Mary, Vice-Principal: St. Alfred's School, Mississauga, Ontario

I-52. Marshall, Mrs. Grace P., 12 Lauderdale Drive, Willowdale, Ontario

I-54. Martin, Jacqueline, Assistant Professor: Faculty of Education, University of Ottawa

I-55. Meyer, Dr. John R., Faculty of Education, University of Windsor

I-56. Nash, Carol: OISE, Department of History and Philosophy

F-7. Paré, François, French Language Services Co-Ordinator: University of Guelph (filed with French Responses)

I-58. Paterson, Ms Linda, 1602-33 Rosehill Avenue, Toronto, Ontario

I-59. Patterson, Mr. Donald, 100 Graydon Hall Drive, Don Mills, Ontario

I-60. Pembleton, R., Principal: William Armstrong Public School, Markham

I-60. Pickering, Mrs. Jeanne (see Pembleton), William Armstrong Public School, Markham

I-62. Porter, Gene, Superintendent of Personnel Services: North York Board of Education

I-32. Rahn, James W., Ontario Ministry of Education, Eastern Ontario Regional Office, Nepean, Ontario

I-63. Ramsay, Peter, Department of Education, University of Waikato, Hamilton, New Zealand

F-9. Reid, Ghislaine, Faculty of Education, University of Ottawa

I-65. Robinson, Floyd: OISE

I-66. Rodrigues, Vasco D., 779 Markham St., Toronto, Ontario

I-67. Ross, John, OISE: Trent Valley Centre

I-68. Sebena, Michael, R.R. #2, Caistor Centre, Ontario

I-69. Sheppard, Rosemary, M.S.W., & David A. Sheppard, M.Math, 291 Kingsdale Avenue, Willowdale, Ontario

I-70. Stagg, Ken, 29 Corley Avenue, Toronto, Ontario,

I-71. Stevens, John, Faculty of Education, University of Toronto

I-72. Stock, Martin, R.R. #1, Madoc, Ontario

I-73. Tamir, Pinchas, School of Education and Israel Science Teaching Center, Hebrew University, Jerusalem

I-74. Taylor, Dr. A.W., Dean of Physical Education: The University of Western Ontario

I-75. Thiessen, Dennis, Educational Studies, University of Ottawa

I-76. Thomas, Lewis, L., Principal: Blessed Margherita of Citta' di Castello School, Downsview

I-77. Tisher, R.P., Professor of Education: Monash University, Clayton, Victoria 3168, Australia

I-79. Vanderspek, M.C., 15 Victoria Street, P.O. Box 205, Norwich, Ontario

I-80. Wagner, Dr. J., Associate Professor: The College of Education, Brock University

I-81. Warner, Ronald E., Centre for Student Development and Counselling, Ryerson Polytechnical Institute, Toronto

I-82. Watson, Peter, Professor: Faculty of Education, Queen's University

I-83. Weir, Carole A., 905 Front Road, Kingston, Ontario

I-84. Whitmore, Linda, Vice-Principal: J.E. Horton Public School & Annex, Barriefield, Ontario

I-85. Yeates, Marilynn, Provincial Chairperson: CAATS/ECE, St. Lawrence College, Kingston

Organizations

Universities, Colleges and Faculties of Education (U)

U-1. Brock University, College of Education, St. Catharines, Ontario

U-2. Council of Ontario Universities, Toronto, Ontario

U-3. Executive Committee of the Heads of Applied Arts ACAATAO

U-4. Lakehead University, Faculty of Education, Thunder Bay, Ontario

F-4. Laurentian University, École des sciences de l'éducation, Sudbury, Ontario

U-6. McMaster University, Faculty of Health Sciences

U-20. Nipissing University College, Faculty of Education, North Bay.

U-7. Ontario Faculties of Education (Professors of French as a Second Language)

U-8. Ryerson School of Early Childhood Education, Faculty of Community Services, Ryerson Polytechnic Institute, Toronto

U-9. Teacher Education Committee, Lakehead University Faculty of Education and Ontario Teachers' Federation, Liaison Report, Thunder Bay, Ontario

F-8. University of Ottawa (Vice-Rector, Academic, official response, filed under French Responses (F))

F-5. Faculté D'Éducation, Université D'Ottawa, Ottawa (submitted in both French and English)

U-12. University of Toronto, Faculty of Education

U-13. French as a Second Language Program, Faculty of Education, University of Toronto

U-14. University of Toronto: Review of the Faculty of Education at University of Toronto

U-15. University of Waterloo, Faculty of Arts (Department of French)

U-19. University of Waterloo, Faculty of Arts

U-16. The University of Western Ontario, Faculty of Education

U-17. University of Windsor, Faculty of Education

U-18. York University, Faculty of Education

Teachers' Federations (TF)

F-1 AEFO, Association des enseignantes at des enseignants franco-ontariens (French Teachers' Federation - English translation)

TF-1. Federation of Women's Teachers' Associations of Ontario, Toronto, Ontario.

TF-2. Ontario English Catholic Teachers' Association, Toronto

TF-3. Ontario Public School Teachers' Federation, Toronto

TF-4. O.S.S.T.F., District 31, Ontario Secondary School Teachers' Federation, Sudbury

TF-5. Ontario Secondary School Teachers' Federation, Toronto

TF-6. Ontario Teachers' Federation, Toronto

School Boards/Board Committees (SB)

SB-1. The Board of Education for the City of Hamilton

SB-2. The Board of Education for the City of London

SB-3. The Board of Education for the City of Scarborough

SB-28. The Board of Education for the City of York

SB-4. Brant County Board of Education, Brantford

SB-5. The Carleton Board of Education, Nepean, Ontario

SB-6. Carleton Roman Catholic School Board, Nepean, Ontario.

SB-7. Dufferin-Peel Roman Catholic Separate School Board, Mississauga, Ontario.

SB-8. Durham Region Roman Catholic Separate School Board, Oshawa, Ontario

SB-9. Grey County Board of Education, Markdale, Ontario

SB-10. Hastings County Board of Education

SB-11. Lanark County Board of Education, Perth, Ontario

SB-12. Leeds and Grenville County Board of Education, Brockville, Ontario

SB-13. Lincoln County Board of Education, St. Catharines, Ontario.

SB-27. Lincoln County Catholic School Board, St. Catharines, Ontario.

SB-14. London and Middlesex County Roman Catholic School Board, London, Ontario

SB-15. Metropolitan Separate School Board, Toronto

SB-16. Middlesex County Board of Education, Hyde Park, Ontario

SB-17. Oxford County Board of Education, Woodstock, Ontario

SB-18. Peel Board of Education, Mississauga, Ontario

SB-20. Prescott and Russell County Board of Education, Hawkesbury, Ontario

SB-21. Sault Ste. Marie Board of Education, Sault Ste. Marie, Ontario

SB-22. Education Sub-Committee of the North York Committee on Community Race/Ethnic Relations (North York Board of Education)

SB-23. Timiskaming Board of Education, New Liskeard, Ontario

SB-24. Wellington County Board of Education, Guelph, Ontario

SB-25. Windsor Board of Education

SB-26. York Region Board of Education, Aurora, Ontario

Educational Associations (EA)

EA-1. The Association for Early Childhood Education, Ontario: Toronto

F-2. Association Canadienne d'éducation de langue francaise (Quebec)

EA-2. The Association of Large School Boards in Ontario

EA-3. The Association of Large School Boards in Ontario (ALSBO) Task Force on Adult and Continuing Education

EA-4. Brant County Principals' Association, Brantford, Ontario

EA-5. Canadian Federation of University Women, Ontario Council

EA-29. Council for Exceptional Children, Ontario Provincial Federation

EA-6. Carleton Council of Parent/School Associations, Nepean, Ontario

F-3. FAPI, Fédération des associations de parents et instituteurs de langue française de l'Ontario (French language parents and teachers association)

EA-8. Halton Association for Young Children, Milton, Ontario

EA-9. London Council of Home and School Associations, London, Ontario

EA-10. Muskegog Cree Council, Moose Factory, Ontario

EA-11. Nishawbe-Aski Nation, Toronto

EA-12. Northern Ontario School Trustees' Association, North Bay, Ontario

EA-13. Northlea School Home and School Association, East York

EA-14. North York Elementary School Principals' Association, North York, Ontario

EA-15. Ontario Alliance of Christian Schools, Ancaster, Ontario.

EA-16. Ontario Association for Children and Adults With Learning Disabilities, Toronto

EA-28. Ontario Association of Education Administrative Officials, Toronto

EA-17. Ontario Association of Alternative and Independent Schools, Toronto

EA-18. Ontario Catholic Supervisory Officer's Association

EA-19. Ontario Federation of Home and School Associations Inc., Toronto

EA-20. Ontario Industrial Arts Teachers' Association, Teacher Education Committee, London, Ontario

EA-21. Ontario Public School Trustees' Association

EA-22. Ontario School Counsellors' Association, Don Mills

EA-23. Ontario Secondary School Principals' Council, Toronto

EA-24. Ottawa Elementary School Principals' Association, Ottawa

EA-25. The Regional Educational Council of Eastern Ontario

EA-26. Scarborough Elementary School Principals' Association, West Hill, Ontario

EA-27. Student Union, Faculty of Education, University of Toronto

Government Organizations (G)

G-1. Ministry of Education, Advisory Council on Special Education

G-2. Ministry of Education, Central Ontario Regional Office (J. F. Rees)

G-3. Ministry of Education, Centre for Early Childhood and Elementary Education

G-4. Ministry of Education, Centre for Secondary and Adult Education

G-5. Ministry of Education, (Program Implementation and Review Branch), Consultative Committee on Assessment and Placement of Minority Students for Educational Equity

G-6. Ministry of Education, Ontario, Arts Group (Bob Barton)

G-7. Ontario Human Rights Commission, Race Relations Division

G-8. TV Ontario, Toronto, Ontario

Schools (S)

S-1. Bawating Collegiate and Vocational School

S-2. Floradale Public School, Mississauga, Ontario

S-3. Our Lady of Lourdes School, Elliot Lake, Ontario

S-4. St. Catherine's School, 30 Roanoke Road, Don Mills, Ontario

S-5. St. Teresa of Avila, location unknown

French Responses (F)

Note: These responses have been listed under the appropriate category but are grouped here as well.

F-1. AEFO, Association des enseignantes at des enseignants franco-ontariens

F-2. Association Canadienne d'éducation de langue frančaise (Quebec)

F-3. FAPI, Fédération des associations de parents et instituteurs de langue frančaise de l'Ontario (French language parents and teachers association)

F-4. Laurentian University, École des sciences de l'éducation, Sudbury, Ontario (filed under universities (U))

F-5. Faculté D'Éducation, Université D'Ottawa, Ottawa

F-7. François Paré: French Language Services Co-ordinator, University of Guelph (Individual response but filed with French responses)

F-8. Université D'Ottawa (Vice-Rector, academic -- official response)

F-9. Reid, Ghislaine, Faculty of Education, University of Ottawa

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